DOCUMENT RESUME

ED 476 837 JC 030 307

AUTHOR	Rankin, Richard R.
TITLE	The Entrepreneurial Role of the Community College President: Opportunities and Challenges.
PUB DATE	2002-00-00
NOTE	154p.; Doctoral dissertation presented to George Mason University for D.A.
PUB TYPE	Dissertations/Theses - Doctoral Dissertations (041)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS
DESCRIPTORS	Administrator Behavior; Administrator Effectiveness; *Administrator Role ; *College Presidents; Community Colleges; *Economic Development; *Educational Principles; *Entrepreneurship; Institutional Mission; Labor Force Development; Marketing; Nontraditional Education; Two Year Colleges
IDENTIFIERS	Virginia

ABSTRACT

This paper aims to provide an examination of the entrepreneurial role of the community college president as well as the opportunities and challenges associated with that role. The author examines the literature, and presents case studies of four community colleges in Virginia. The 23 Virginia community colleges are located on 40 campuses and have an enrollment of 224,000 students in credit classes. Almost 30% of students are enrolled in occupational/technical programs. The case studies provide examples of how community colleges in the Virginia system conduct economic development programs and how some presidents demonstrate an entrepreneurial spirit. The four community colleges are Tidewater, Paul D. Camp, Southside, and Southwest. They were chosen because they represent a good cross section of the state, but not because they necessarily have entrepreneurial presidents. The author argues that the community college president, like any business entrepreneur, must establish an effective marketing plan for the college, particularly in light of the recent changes in funding for community colleges. Being closely identified with the local community can be the college's competitive edge in seeking grants and contracts. The study includes interviews with college presidents and directors of workforce development. (Contains 102 references.) (NB)

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ED 476 837

The Entrepreneurial Role of the Community College President: Opportunities and Challenges

A dissertation submitted in partial fulfillment of the requirements for the degree of Doctor of Arts at George Mason University.

By

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ABSTRACT

THE ROLE OF THE COMMUNITY COLLEGE PRESIDENT AS AN ENTREPRENEUR: OPPORTUNITIES AND CHALLENGES

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George Mason University, 2002

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The American community college system has not only grown greatly in numbers but it has expanded its mission far beyond serving as a feeder system to four-year colleges. This expanded mission places a great emphasis on addressing the needs of the local community. For example, the private sector has begun to look to the community colleges for assistance in improving the quality of the work force. As a result, the community college president must be a successful entrepreneur as well as an education administrator. Like other entrepreneurs, the president must design and market programs and establish and maintain a customer base for those programs. This role has become more important as public funding agencies have inconsistently supported some program initiatives. Progressive presidents of community colleges have accepted this role and have looked for innovative ways to serve the local community. This dissertation explores that role and the associated challenges and opportunities.

Chapter One

THE STUDY

Introduction

The American Community College Movement has been an extremely important component in higher education in the United States. At the same time, the missions of these institutions have changed and broadened dramatically. These changes have not come without a price. Inevitable debates have arisen about the appropriateness of some of the non-traditional missions and objectives. The expanded mission includes such areas as career, remedial, and continuing education which some consider as "non-academic."

Community colleges in Virginia are very proud of their role in non-traditional programs. Leaders at many of these colleges including Northern Virginia Community College, Tidewater Community College, Southside Community College, and many others, with the support of their boards of directors, have been successful in expanding and implementing such programs. These results strongly imply a set of role responsibilities and talents beyond those that one might expect of an education administrator.

This new role can be perilous for some community college presidents. There are numerous critics both on and off the campus regarding open enrollment policies. Some of the critics of these programs include state and local political leaders who could conceivably create problems for community college presidents. In an interview on this topic one president made the following observation: "I feel that comprehensiveness and open access are in imminent danger . . . As a president, I have the responsibility to speak

out and be heard in ways that may be threatening to my career..." (Vaughan, Mellander & Blois, 1994, p.59).

Nevertheless, the more aggressive leaders of community colleges see their institutions as tools for developing the entire community. With increased attention to the many social problems existing in the United States, there became a corresponding increase in the awareness of the need to address community concerns and rebuild communities. Community college presidents began to make the case that the logical choice for an organization to lead this effort was the community college. (Travis, 1995).

Working with the private sector further expanded the role of the community college president. The president, like his new clientele, took on the role of an entrepreneur. The president had to design and market his or her programs to meet the needs of these new customers.

In many respects this entrepreneurial role may place the presidents of community colleges in a Catch-22 situation. On the one hand, the community college has a unique opportunity to address many educational needs of the local community. However, to what extent is there agreement about these expanded roles, and to what extent have financial resources been adequate to support the variety of missions that have been endorsed?

One can visualize numerous challenges for the community college president. How does one aggressively pursue objectives in such quasi-academic programs as remedial and development education, career education, and community development without compromising the identity of the community college as an academic institution with a major priority of preparing some students for transfer to a four-year institution? All of these objectives are highly worthwhile and can be of significant importance to the

community, but how can they keep from being entangled and a clear understanding of the institution's priorities maintained?

It seems likely that the presidents of the community colleges will continue to push for expanded missions. But what are the major opportunities and what are the major challenges? How do they maintain a proper balance between purely academic programs and those that are remedial or technical in nature and keep such gatekeepers as the faculty and the boards of directors "on board"? How does the president keep the critical voices to a manageable level while convincing funding agencies and the private sector employers that the community college has a product that is worth paying for? What are the experiences and personal characteristics that lead to the success of the community college president as an entrepreneur?

Need for the Study

The literature contains a wealth of information detailing how the mission of American community colleges has expanded during the last century. Numerous writers, in many cases borrowing from other materials written about private industry, have described the need and the techniques for strategic planning in the community colleges. Other studies have examined such areas as information technology, distance learning, fund raising, open enrollment, the use of adjunct faculty, and many other issues currently facing the community colleges. However, even though the literature includes considerable material on the leadership skills required by the community college presidents, there is a paucity of material that examines the entrepreneurial skills that many community college presidents are exhibiting.

It can be argued that these entrepreneurial skills are somewhat unique for community college presidents because of the expanding partnerships with the private

sector and the need for the president to design and market educational programs for this particular clientele.

The goal of this study, therefore, is to attempt to address the void just described by examining the entrepreneurial role of the community college president and the associated opportunities and challenges.

Statement of the Problem

The mission of American community colleges has expanded far beyond the role of serving as a feeder system for four-year colleges and universities. This is well demonstrated by the ever growing expectations of local communities and employers for educational assistance from the community colleges in such programs as economic and workforce development. The problem is to define what effect this has had on the role of the president. It can be argued that, as these colleges have enrolled more and more non-traditional students and offered non-traditional courses beyond what was formerly considered as an academic curriculum, the president has had to take on a more proactive role of determining what programs will be offered, what audiences are to be reached, and what new sources of funds can be found. In addition to the traditional academic responsibilities, the president must take on responsibilities more related to those of an entrepreneur.

The primary question to be addressed, therefore, is what is the entrepreneurial role of the community college president and what are the opportunities and challenges associated with that role? To properly address this question, a number of factors must be considered. These factors include: the process used by the president and the community college to identify the non-traditional programs to be offered, the nature and extent of external criticism, and the involvement of the local private sector in designing and

funding programs. It is also important to consider the reactions of public funding agencies, the boards of directors, and the academic staff to significant program changes.

Hypotheses

To provide for a logical examination of the problem a number of assumptions are made. The first assumption is that there is an entrepreneurial role for the community college president that is substantially different from what may be perceived as the role of a traditional educational administrator. Secondly, this entrepreneurial role requires a different set of skills and experiences than those that may have typically been required in an academic environment. Finally, because this role is somewhat different, it gives rise to unique risks, challenges, and opportunities.

Methodology

An extensive review of the literature will be made to identify information pertinent to addressing the problem. The review is designed to discover how and why the program mission has expanded so dramatically in the community colleges, how this has affected the responsibilities of the presidents, and what key issues the president must address as the community colleges face the modern needs of their clientele. A major priority will be to determine to what extent the literature describes the entrepreneurial role of the community college president.

It is perceived that a major part of the expanded mission of the American community colleges relates to economic development. Therefore, this broad program area will be a key portion of the literature review. Economic development contains several components and related programs such as workforce or career development, some aspects of remedial education, and contract training for employers. The literature review will include an examination of the many examples and creative ways the community colleges and their presidents have entered into partnerships with their

communities and local employers to carry out effective economic development programs.

In order to examine how the role of the community college president has changed as a result of the expanded mission, it is important to determine what factors influence the decision-making process and how the president gains the internal and external support necessary to succeed. Existing literature describes many of these external and internal influences that must be addressed by the president. These influences include external parties such as funding agencies, local political and community leaders, and boards of directors. The president must also consider such internal groups as faculty members and his or her administrative team.

Finally, a review of the literature will include an examination of how both critics and proponents have reacted to the expanded mission of the community colleges and their assessments of how well presidents have adjusted to meet the needs of the community.

In addition to the literature review, the paper will include case studies of four Virginia community colleges. These case studies should provide examples of how community colleges in the Virginia system conduct economic development programs and how some presidents actually demonstrate an entrepreneurial spirit.

In addition to reviewing background materials for each of the colleges, the case studies will include interviews with the presidents and their directors for workforce development. Telephone interviews will also be conducted with the Chancellor of the Virginia Community College System, the Vice Chancellor for Workforce Development, and a member of the state board.

The primary purposes for interviewing the Chancellor and a member of the state board are to ascertain their views of the entrepreneurial role of the Virginia community

college president and how the state officials view the primary responsibilities of the presidents. Their opinions on the similarities and differences between the roles of community college presidents and the presidents of public four-year colleges and universities will be pertinent to evaluating the hypotheses of this paper. Another issue examined will be the comparative importance of programs such as workforce development and the more traditional academic instruction.

The interview with the Vice Chancellor will have similar objectives. But, in addition, this individual can provide additional information on how well the various colleges in the Virginia system are making the transition to an expanded mission involving such non-traditional programs as workforce development. The Vice Chancellor will also be able to describe some of the creative means by which some of the Virginia presidents have expanded their programs to meet the perceived needs of their local communities despite very limited funding from public sources. It will also be important to establish the trends in funding from state appropriations.

The four community colleges selected for the case studies are Tidewater Community College located in Norfolk, Paul D. Camp Community College in Franklin, Southside Community College in Alberta, and Southwest Community College in Richlands. There was no preconceived notion that these four community colleges would represent the best examples of having entrepreneurial presidents. Instead, they were selected primarily because of the geographic region they represent. Tidewater Community College is very urban, whereas Southside and Southwest Community Colleges represent some of the most rural areas of the state. Paul D. Camp, one of the smallest of Virginia's community colleges, has a blend of both urban and rural communities. It is believed that these four community colleges represent a good cross-section of the state.

The interviews with the presidents are designed to obtain their views on the proper mission for community colleges and the priority programs for their particular college. They will be asked to describe the relationship between traditional academic and non-traditional programs, such as workforce development, in their college and to identify any particular problems they see in carrying out the broader mission.

It is important to obtain the views of the presidents on how they work with the faculty, the board of directors, and key members of the community to establish program priorities. The presidents will also be asked whether or not they agree with the concept of the president as an entrepreneur and to give some examples of how this role has been carried out at their community college. They will be asked about specific workforce development programs carried out at their institutions, particularly the process by which these programs were initiated and funded.

Finally, an effort will be made to ascertain the views of these presidents regarding the relative role of community college presidents as compared to the presidents of four-year public colleges, and whether they have observed any instances where community college presidents jeopardized their career by carrying out a mission judged to be too broad by critics.

The primary purpose of interviewing the workforce directors at the four community colleges is to gather further information about some of the workforce development programs underway. Specific information regarding these programs will have been previously obtained from background materials available from the college. The directors should be valuable sources of information on the particular leadership role of the president in initiating these programs and the risks the presidents incurred in seeking adequate resources and support for the new initiatives. The workforce directors

will also be asked about the level of support they receive from workforce development staff at the state level.

Implications for Practice

It is anticipated that this research will provide helpful information to those who seek careers in community college administration. Hopefully, the role of the president as an entrepreneur will be better defined, so that interested observers will have a better insight into how the president might use the expanded role of his or her institution to better serve the needs of their local community. The goal for the research is to identify the potential roadblocks and examples of program successes that may be attendant in that role.

Limitations

It is understood that community colleges in states other than Virginia will have their own organizational characteristics, depending to a large extent on the structure within the home state, and will have their own unique program objectives. Some community colleges still exist as primarily feeder institutions to the four-year universities in their state and may have a lesser interest in conducting programs in such areas as career education.

The material reflected in this paper will be most appropriate for those community colleges that seek to work closely with the private sector and conduct extensive programs in the non-traditional areas, particularly career education.

Definition of Terms

The following is a list of terms and definitions as used within the context of this paper:

-Career training and employee or workforce development – refer to educational programs designed to improve the work skills of employees or to prepare individuals for potential employment.

-Community colleges – refers to two-year publicly supported institutions of higher education offering associate degrees, often organized as parts of statewide systems.

-Community college gatekeepers – includes organizations or groups of individuals who have considerable influence on policy decisions made regarding the community college's operations; i.e., state legislatures, boards of directors, funding agencies and faculty members.

-Community services or community development – a broad range of educational programs offered by the community colleges to serve the educational needs of the local community, usually includes economic and workforce development but extends to many other educational areas as well.

-Contract Training – formal arrangements with employers for the community college to provide customized educational programs for employees, often at the customer's site and with minimal support from public funds.

-Economic development – includes a number of related programs contributing to the economic health of the community, such as workforce development, community development, and some aspects of remedial education.

-Entrepreneur - one who organizes, markets, and manages a line of products in a businesslike setting.

-Expanded mission – refers to the broadened mission of the community colleges beyond offering courses for credit in conjunction with pursuing an academic degree.

-Non-academic or non-traditional programs – refers to educational services offered by community colleges that are not designed to lead to an academic degree, often non-credit courses or special training sessions in technical subjects.

-Open-door or open enrollment policy – refers to the acceptance by the community colleges of all students seeking to enroll in any course offering regardless of the academic qualifications of the student or their intent to pursue a particular curriculum.

-Remedial or developmental education – refers to special course offerings by the community colleges to address academic deficiencies of students that would ordinarily preclude their admission or success in college level courses relative to the area of the deficiency.

Summary

The American community college system has not only grown greatly in numbers, but it has expanded its mission far beyond serving as a feeder system to four-year colleges. This expanded mission places a greater than ever emphasis on addressing the economic as well as the traditional educational needs of the local community. For example, the private sector has begun to look to the community colleges for assistance in improving the quality of the workforce. As a result the community college president must be a successful entrepreneur as well as an education administrator. Like other entrepreneurs the president must design and market programs and establish and maintain

a customer base for those programs. This role has become more important as public funding agencies have inconsistently supported some program initiatives. Progressive presidents of community colleges have accepted this role and have looked for innovative ways to serve the local community. The purpose of this paper is to explore the challenges and opportunities associated with this entrepreneurial role of the community college president.

The paper includes a review of the relevant literature, an examination of how the expanded mission of the community colleges have caused the presidents to become entrepreneurs, an examination of the particular skills and experiences that allow the president to be successful in this role, and case studies of four Virginia community colleges who have demonstrated the entrepreneurial spirit. Finally, based on the findings of these reviews and examinations, the paper describes the conclusions reached and makes recommendations based on these conclusions.

The paper tests three hypotheses: that an entrepreneurial role for community college presidents has evolved, that this role requires non-traditional skills and experiences, and that the entrepreneurial role presents a special set of risks, opportunities and challenges.

Chapter Two

REVIEW OF RELEVANT LITERATURE

To gain an understanding of the opportunities and challenges facing a community college president in an entrepreneurial role, it is necessary to review existing material relating to that role. Consideration of the evolving mission of the community colleges and how the mission is funded is critical to the process. Economic development and career education are the most pertinent elements of the expanded mission relative to the entrepreneurial role of the president. These two program areas have led community colleges to establish partnerships with private businesses, with the result that the presidents have needed to take stronger proactive roles in designing and marketing programs. A review of the literature gives particular attention to the dynamics of this process. The literature includes strong arguments for these program expansions and also some criticism that the community colleges have lost their way. In order to properly examine the entrepreneurial role of the president, it is necessary to consider both.

In addition to discerning the nature of the criticism, it is also important to review the literature to determine the reactions of the community college gatekeepers. Funding agencies, college boards of directors, and the faculty are among the key gatekeepers that the president must consider in his or her entrepreneurial role. How the president has exercised leadership, carried out strategic planning, and done the necessary teambuilding

to assure that his or her plans are properly executed are considered in the literature review. The literature also describes risks to the president in carrying out this role and how presidents have dealt with them. Finally, the literature contains some insight on the personal characteristics and career experiences of the president that are crucial for him or her to be successful as an entrepreneur.

The Expanded Mission

Cohen and Brawer (1996) authored one of the most significant works regarding the expanded mission of the community colleges. Their comprehensive work is a textbook on the history of the American community college movement and how these institutions have moved from junior colleges primarily serving as feeder systems to four-year colleges to public institutions offering a wide array of educational services, many of which go beyond traditional academic subjects. Particular attention is given to many of the issues related to the enrollment of non-traditional students (low academic achievers, students deficient in English, older students, students enrolled in specific career education classes, and other similar groups).

Cohen and Brawer (1996) also provide a strong rationale for the expansion of the community college mission. Community services, economic and workforce development, and developmental education are all described in considerable detail. Most important to this paper is their description of the origins of the workforce development programs.

The literature contains a large number of other sources that strongly support the expanded mission of the community colleges. Many of these sources are by advocates of broad-based programs addressing the total educational needs of the community. Carole

and David Schwinn (2000) argue that communities are becoming increasingly important in social and economic problem solving and that the community college must take a very broad and proactive role to assist their communities in this regard. The Schwinns argue that one of the keys to community development is to have a dialogue and interaction among the key community leaders to reach consensus on the action programs to be implemented. A major drawback, however, is that there is often a lack of trained leaders to promote this dialogue. The Schwinns maintain that developing this leadership is a logical role for the community colleges.

To assist community college leaders in carrying out active community-based programming, Edgar Boone, John Pettitt, and Iris Weisman (1998) edited a study of the experiences of five community colleges engaged in implementing community-based programming. This study describes the process that community colleges can follow in community development, and then relates the actual experiences of several North and South Carolina community colleges and their community and economic programs. This work provides a good background for community colleges as they develop their own economic development programs.

Faris (1998) argues that, because of their history of ready adaptation, the community colleges have a distinct advantage over four-year institutions in reacting to market and demand driven educational activities. He contends that even though many community colleges have acted in an entrepreneurial fashion there is very little literature on academic entrepreneurship as a topic. He emphasizes the need for strong marketing efforts by the community colleges.

Travis (1995) is also a strong advocate of community colleges being active in community development but points out that the task will be challenging and ambitious and, therefore, while worthy will not be easily successful. Among the problems identified by Travis is the difficulty community colleges face in obtaining community consensus on the types of programs to plan and implement. He also points out that there are many detractors who do not believe this is an appropriate role for community colleges.

Several authors have described specialized program activities community colleges have undertaken as a part of an expanded mission. Healy (1996) provides an interesting account of how a community college in Las Vegas, Nevada is responding to a need to address the academic needs of high achieving high school students by successfully offering courses to such students at the high schools as well as on the community college campus. In this particular example, the community college received strong support from local officials who were willing to provide the financial resources to make the innovative programs work.

Gendron and Cavan (1990) describe how Southside Virginia Community College has had great success in offering classes at four prisons in Virginia, including the notorious and dangerous Mecklenburg Correctional Center. This program has been successful in providing many of the prisoners with an understanding and acceptance of the work ethic. Even those prisoners serving life sentences often find that educational opportunities provide a source of self-respect and meaning to their lives.

At least two authors have written about the special role community colleges play in rural areas. Burgraff (1999) describes how in West Virginia, Southern West Virginia Community and Technical College, in cooperation with local community development leaders, established the Tug Valley Economic Development Institute (TEVDI) to specifically address the needs of local residents who were handicapped by their remote geographic location. A key feature of the program is to provide leadership training for local citizens. A major problem encountered by the community college and its cooperators is to create the necessary awareness for local citizens to take advantage of the training. Cavan (1995) argues that because of its comprehensive mission the rural community college must play a leadership role in its community and should serve as a catalyst to pull the entire community together to meet priority local needs. It is critical for the community colleges to assume this role since there is often no other entity capable of providing this function. Cavan also makes the point that the community college president must take a proactive role in this endeavor.

Some advocates stress the importance of community colleges meeting the educational needs of poor students and students from minority groups. Cohen and Brawer (1996) were mentioned earlier as proponents of these efforts. Nora (2000) in examining the community college mission for the next century identifies steps that should be taken to improve the retention rate for minority students. She points out the importance of having more of these students earning their associate degrees and transferring to four-year colleges. Nora's paper, one of a series sponsored by the Kellogg Foundation to examine the community college mission in the next century, makes the

argument that community colleges represent the best hope some minority students have for a college education.

Mellander and Mellander (1999), in making a presentation before a group of U. S. Congressional representatives, made the case that community colleges because of their tradition can play a major role in providing a relatively inexpensive college education to poor students. They point out, however, that additional resources will be needed to address a growing shortage of trained community college faculty. They also argue that currently community colleges, because of the lack of financial support, are forced to overly rely on adjunct faculty.

Among other writers who have addressed the future programming issues facing community colleges, Campbell (1999) contends that the various members of the community college family need to arrive at a common set of values in order for these colleges to maximize their future effectiveness. Until this set of values is agreed to it will be difficult, if not impossible, to resolve the conflicting priorities that now face community college leadership at both the national and local levels. He suggests that the leadership of the community colleges must strongly demonstrate their commitment to a set of values before other members of the community will adapt.

Alfred (1998) takes the approach that community colleges must become even more flexible as organizations to meet future educational demands. He describes some of the many ways that organizational inertia can hinder the community colleges in this regard. To reverse decline, Alfred argues that community colleges must undertake studies of their markets to determine where they have a comparative advantage. Also, the

leadership styles must change. In order to be competitive, community colleges must recruit and sustain leaders with a strong vision. These leaders can work with the faculty and other key groups to develop the new competencies necessary for the continued vitality of the community colleges.

Finally, Kintzer and Bryant (1998) point out that short-term higher education institutions around the world have seen the advantages of the broad-based community programs of the American community colleges. They indicate that lifelong learning through noncredit programs and activities are now the norm for these institutions. As in the United States, much of the impetus for these programs is related to the need to increase the skill levels of the workforce.

Economic Development

For the purposes of this paper, economic development is one of the most important components in the expanded mission of the community colleges. It will be seen from a review of the literature, as well as later in the paper, that there is not universal agreement that this is an appropriate role for the community colleges. Even in those instances where there appears to be agreement, the community college, either through inadequate planning or poor organization, may not be seizing the opportunity that exists. Nevertheless, there are many examples where the community colleges have experienced great success in this area, and there are many strong advocates for these programs.

Zeiss (2000) contends that community colleges present obvious solutions to community economic development concerns and that the college leaders must be deeply

involved in community economic planning. Earlier, Zeiss (1986) had lamented that the community colleges suffer from an image problem and are not recognized for the impact they can have on community economic development. Zeiss is another of the community college proponents who believes that the community colleges' marketing efforts should be expanded. The entire college staff must be involved in these efforts, and the president must provide the leadership to develop a sound marketing strategy. This requires the president to be externally as well as internally focused.

Dougherty and Bakia (2001) did a study that revealed that over the last 20 years, despite many problems, community colleges have greatly expanded their economic development role. They point to such efforts as small-business assistance and incubation, contract training, local economic planning, and research and policy recommendations. They indicate that much of the community college efforts in these areas have come from strong encouragement by government.

Hirshberg (1991) has also documented the successful movement of community colleges into economic development. She cites as one of the contributing factors the creation of small business development centers by the U.S. Congress in 1980. These centers, which are funded by all levels of government as well as private agencies, are now operated by community colleges in a number of states. She agrees with Zeiss that community college leaders must become more proactive in this arena.

Garza and Eller (1998) describe the role that community colleges can play in economic development in rural areas. They point out that the Rural Community College Initiative funded by the Ford Foundation has assisted rural community colleges increase

access to higher education for segments of the population who had been at a geographical disadvantage in this regard. However, they also point out that many of these colleges recognize that they must go beyond addressing educational access needs and take active roles in creating sustainable, long-term economic development through community renewal efforts.

A number of sources have addressed economic development activities of the community colleges in specific states or geographic areas. Baldwin presents a glowing report of community college activities in Appalachia. He refers to the community colleges as "Appalachia's Best-Kept Secret" (Baldwin, 1996, p. 1). Appalachia's community colleges seldom get the publicity as the larger four-year institutions receive, yet they are often on the scene when successful action is taken to address some of the critical economic issues of this underdeveloped area. He documents instances where the community colleges have been central to the economic strength and stability of the areas they serve.

President Lancaster of the North Carolina Community College System, in an address during an Economic Development Workshop in North Carolina (1999), described the role the community colleges played in economic development in that state and also pointed out the movement toward highly technical information services there and elsewhere would place more responsibility on the community colleges. He indicated that the North Carolina community colleges would have to adjust to compete effectively in the new technology environment. These adjustments require the constant evaluation of

programs against community needs and government initiatives. They also require a maximum flexibility to conduct short-term training efforts.

Drury and Mallory conducted a study to determine the extent of involvement by Virginia community colleges in economic development. The study revealed that while many community colleges in Virginia were involved in economic education, referred to in the report as "entrepreneurialship education" (Drury & Mallory, 2000, p. 1), and that there was an obvious strong interest from local business communities for these programs, many community colleges had not performed systematic studies to determine the specific areas of interest. This study tends to support the views of other writers that some community colleges are not doing well in the marketing of their programs. A good marketing process requires market analysis as a first step.

Workforce Development

Workforce development or career education is very closely related to economic development and, as such, is another important focus of this paper. Much of the entrepreneurial role of the community college president is directly associated with workforce development.

Hagedorn documents the important role played by the Perkins' Act of 1990 expanding the community college role in "vocational education." She indicates that this act was instrumental in making this "the principal educational mission of most community colleges" (Hagedorn, 1999, p.92). Later it will be shown that this has been a mixed blessing since adequate funding has not always followed the growth in mission.

Zeiss (2000) points out that both communities and local businesses are scrambling to find productive workers and ways to provide the necessary training for developing a reliable source of such employees. He makes the case that this is a natural fit for the community colleges. Zeiss (1999) in an earlier article had noted the need for skills certification of certain types of jobs. He emphasizes again this is an area of opportunity for the community colleges, but the challenge is to make sure the skills relate closely to the needs of employers.

Salzman, Moss and Tilly (1998) indicate that another reason community colleges are in demand to provide workforce training is because more and more corporations are reluctant to invest in in-house training programs. Much of the training needed is in the area of technology, and the changes in this area are so rapid that corporations sometimes find it impossible to maintain these training skills in-house. As pointed out by other writers, the community colleges have the distinct advantage of being able to provide the flexibility of constantly changing, short-term programs.

Wallace (1999), while complimenting the community colleges on their commendable record in workforce development, contends that the future demands of information-age employers will force the community colleges to better address the needs for applied education. Applied education will be a significant departure from traditional education since the education would have to more closely match the real world as opposed to the theoretical world. Such training should also include a substantial use of work-based learning.

Warford and Flynn (2000) point out another challenge facing the community colleges in conducting workforce development programs. Congress is becoming more and more demanding for new programs in this area and is applying program constraints that are sometimes inconsistent with state requirements and may exceed the capacity of the community colleges to respond in a timely manner. Also, as noted by other writers reviewed elsewhere, the new government funding for these programs almost always requires the preparation of grant proposals.

A number of writers have documented workforce development activities of community colleges in specific states. Cox (1999) provides an overview of the community colleges workforce development programming in Connecticut. She indicates that the community colleges in that state now award over 100 certificates and associate degrees in career areas. Motta (1999) reports that even though the community college movement in Massachusetts began very late (1958), that the leading corporations in that state recognize the community colleges as major providers of high tech training. A report from the Illinois Community College Board (1998) indicates that a workforce preparation grant in that state has been used by Illinois community colleges to provide entrepreneur education and has led to the retention of thousands of jobs and companies. The grant in Illinois came at a crucial time when technology advances were placing great strains on the workforce.

Marketing and Funding

Marketing programs and locating the necessary financial resources to conduct such programs is the heart of the community college president's entrepreneurial role. It

is one thing to include economic and workforce development as a part of the expanded mission. It is quite another to successfully market those programs and obtain funding support.

Cohen (1993) and Collins, et al (1994) describe the ups and downs of financing for community college programs and how colleges have used innovative ways to address increased demands in times of level or decreased revenue. These solutions have included greater uses of adjunct faculty, more cooperation with other educational institutions, and distance learning.

Breneman (1995) and Burd (1996) write about the decreasing political support, with the resulting decrease in funding, for some educational programs. Some state governments have reduced their support for community development programs, and the Federal government no longer places a high priority on educational programs for prison inmates. Funding for remedial programs has also become constrained in many states.

In a somewhat critical article, Blong and Bennett contend that the community colleges often come up short with financial and other resources needed to carry out their strategic plans. This criticism is a part of a more widespread accusation that community colleges are "trying to be all things to all people" (Blong & Bennett, 1991, p.30). The criticism also relates to a perceived lack of tying the strategic plan to comprehensive market analysis to determine the priority educational needs in the local community.

Roueche and Roueche (2000) also encourage the development of marketing plans because of the increasing shortfall of financial resources. Their marketing approach is broad-based and encourages community colleges to plan for the future by exploring all

funding alternatives. In an earlier article, Roueche and Roueche (1998) indicate that the community colleges have strong support in their communities, and if the communities are properly served the community colleges will continue to enjoy a significant competitive advantage. Earlier, Pappas and Shaink also encouraged community colleges to develop and implement marketing plans. Their focus, however, was on the community college president. They argued that it is crucial for the president to fully understand the marketing process as a necessary part of the strategic plan and to become the college's "chief marketer" (Pappas & Shaink, 1994, p. 29).

Merisotis and Wolanin (2000) indicate that more and more community colleges are becoming dependent on contracted government programs and private programs for funding support. These specialized non-traditional funding sources will also require new marketing approaches by the community colleges. Merisotis and Wolanin agree with other writers that the costs of remedial education are not fully understood. Federal and state funding for these latter programs are far below program requirements.

Hagedorn (1999) points out that, since most of the funding support for economic and workforce development programs will come from competitive government grants and from private sources, the community college faculties will have to become proposal writers, a skill which many of them do not have. Some faculty also resent the need to devote significant time to this demanding process and believe it detracts from more important teaching functions.

Zeiss claims that community colleges have done well in every arena except marketing. He implores the community colleges to focus their efforts and "stop trying to be all things to all people" (Zeiss, 1986, p.1).

Faris (1998) is one of the first to write about the entrepreneurial functions of community colleges. He indicates that, although American community colleges are becoming successful entrepreneurial institutions in marketing their programs and obtaining funding support, little effort has been made to study this role. He describes one study of this nature conducted in Europe by Burton Clark. In this latter study, common elements were noted in successful entrepreneurial institutions. These included; a strong managerial core, expanded development efforts, diversified funding, a stimulated faculty, and an entrepreneurial culture.

Partnerships

Planning, designing, and marketing programs and arranging partnerships with government and business is the essence of the entrepreneurial role of the community college president. Even though the term entrepreneur has not yet seen wide usage in describing community college presidents, the literature does address the building of partnerships that is associated with that role.

Swindle (1999) makes a strong case for needed cooperation between businesses and community colleges. He indicates that businesses and the community colleges are in fact engaged as allies in a war to seek and develop a talented workforce. Not only do such partnerships benefit the businesses and the community colleges, but also students greatly benefit by becoming qualified to hold well-paid jobs. Ovel (1999) argues that

viable communities will exist only when businesses and community colleges can work together. Communities that do not have these effective partnerships in place will not be competitive with their peers.

Dougherty and Bakia (1999) document the working partnerships that exist between community colleges and five industry groups: auto manufacturing, apparel making, construction, banking, and auto repair. Their study underlines the flexibility of the community colleges in working effectively with many different types of businesses and industry. They indicate that some community colleges have actually become economic policy makers in their local community. The community colleges convene meetings and cooperate with other local groups in lobbying government in favor of particular program initiatives.

Doebele (1999) indicates that one of the chief hurdles for effective partnerships between businesses and educational institutions is the lack of a common language. This gap was most pronounced in the grade structure. An "A" or "B" grade means little to businesses looking for employees with specific skills. In order to bridge this gap a series of "Word Keys" were developed in many metropolitan areas to match student educational progress with employers' job profiles. The development of the Word Keys concept was a major accomplishment in furthering the cooperation between community colleges and local businesses.

Critics

As might be expected, as the mission of the community colleges has grown, the number and nature of their critics has grown as well. The "open-door" policy has been

an especially large target for the critics. Leitzel, et al (1993), Bryant (1995), and McGrath and Spear (1991) are among the most severe critics of the open-door policy. They question how far the community colleges can go with their open-door policies in the face of declining revenues. They also indicate that this subject has been a topic of debate on community college campuses, and that some members of the faculty perceive the policy as a movement away from the more academically oriented programs. McGrath and Spear, in particular, insist that these programs are not suitable for college educational objectives.

In the non-academic press, Robinson (1996) repeats the often heard public criticism that college and universities are so involved in research and non-academic programs that there is little emphasis on teaching the traditional college student. Robinson directs his criticism at the broad universe of colleges and universities, and it can be argued that, since community colleges place a lesser priority on research than some four-year colleges, such criticism of them is less creditable.

Burd (1996) describes the growing level of criticism being directed to the so-called remedial programs. He indicates that in some areas, such as Baltimore, community colleges devote a major portion of their educational effort toward these programs. He argues that this level of effort is not appropriate at the college level and that other priority programs are adversely affected.

Carnevale, Desrochers, and Rose (1998) do not criticize the community colleges for addressing a broader agenda, particularly one containing workforce development. Instead, they claim that the mandates in these areas are simply not being met. With the

nation's economy facing continued rapidly changing technology, it is incumbent on the community colleges to give a high priority to these educational needs. They argue that the community colleges are the only public institutions that can give such a high priority to practical education.

Bailey and Averianova (1999) provide an analysis of the debate over the multiple missions of the community colleges and whether they are complementary or conflicting. They acknowledge that some critics charge that the contractual education conducted by community colleges under government grants and contracts or for private businesses is in direct contradiction of the original academic mission of the community colleges. However, it is likely that the community colleges will continue to have multiple missions, and the only way to alleviate some of the controversy is to have a greater congruence of these programs so that their unique strengths can support one another.

Reactions of the Gatekeepers

Every organization has a number of gatekeepers who must be pacified when a change in direction is made or some new effort is undertaken. This is especially true of educational institutions. Community colleges have boards of trustees, faculty, and a host of funding agencies who must be considered in the setting of priorities. All of these participants have pre-existing views of what these priorities should be, and all of them are key to the president's success as an entrepreneur. Unfortunately, the views of these different gatekeepers are not necessarily consistent and must somehow be brought into consonance.

Fonte (1993) relates the frustrations community colleges face when state funding mandates are at a cross purpose with perceived local needs. He points out that much of the State funding has become earmarked for specific program areas and community colleges are forced to fit local needs into these narrowly defined areas. Also, in many cases states have withdrawn or reduced support for some community development programs after the community colleges had gained strong local support for them.

Cohen (1999) traces the influence of various government agencies on the program operations of the community colleges. He points out that one of the key results is the expansion of educational opportunities to millions of people who would not have otherwise had this opportunity. Community colleges are now located within reasonable commuting distances across the country. The nature of the educational opportunity has been dramatically affected as well. Almost all students who apply are accepted into a wide array of programs that extend well beyond traditional academic subjects. Many states including Maryland, Oregon, North Carolina, New Jersey, Washington, Michigan, Pennsylvania, Virginia, and Georgia have approved of the movement toward a broader mission and have converted their community college systems to state-funded operations.

Iwanaga (1998) describes the critical relationship between community colleges and boards of trustees. He indicates that the key to avoiding conflict is to maintain clear communication channels. Even in times of conflict, it is important to maintain open communications. Iwanaga also discusses ways to conduct objective evaluations of the president and the importance of agreed upon missions and objectives.

Career Risks for the Community College President

Along with the rewards, being an entrepreneur can carry career risks for the president as well. Dempsey (1992), in an essay reviewing his career as a president, provides an overall account of the ups and downs encountered in moving his institution forward. His examples correspond to what many of the other writers describe regarding pitfalls in relationships with the board, faculty, and funding agencies. Obtaining adequate financial resources and keeping up with technology are always a challenge.

Vaughan, et al (1989) provides specific evidence that the community college president in the past faced serious and sometimes career threatening risks in carrying some non-traditional educational programs. Vaughan, in this particular work, cites statements made by presidents as examples of these risks. A later effort by Vaughan (2000) reviews a report of case studies made of instances where community college presidents got into difficulties and what constructive efforts could have been made to alleviate the problems. This latter work was commissioned by the Presidents' Academy of the American Association of Community Colleges, which is an indication that these problems are not uncommon.

Planning, Leadership and Teambuilding

To effectively carry out their roles as entrepreneurs, community college presidents must successfully execute several critical functions. They must be superb strategic planners and provide the necessary leadership to appropriately involve their team for the successful execution of that plan. Chafee and Tierney (1998) describe how the president must deal with the cultural aspects of the institution and, if necessary,

influence changes in that culture to change and develop long-term strategies. Usually there are conflicting cultures within an institution, and the president must be able to bring some level of congruence to these cultures in order to avoid a significant detraction from the school's mission. Changing the culture can be difficult when a new president is succeeding a president with a very long tenure. In these cases, the faculty and the board of directors are most likely ingrained with the previous president's philosophy and style.

Shugart (1999) stresses the importance of a president seeking consensus of his key team members in leading the community college toward the future. He indicates that the vision must not be the president's alone. Shugart, President of Valencia Community College in Florida, describes the issues that are likely to arise in most community colleges. Some of these include the growth of technology, resource development, governance, and the changing student body.

Baker (1999) describes a model that illustrates the interaction of three main elements as community college leaders manage their institutions: external forces, college systems, and outcomes. Potential issues are discussed and strategies for obtaining desired responses from within the college community are outlined. Baker uses examples from ten different community colleges to illustrate how change strategies have worked.

Boggs (1995) provides a description of how presidents and their boards can and must work together in changing directions for an institution. Considerable effort must be made to assure common goals and objectives before the change strategy can be developed. The president must also make the case that the local community is supportive of any significant changes.

The ERIC database (ED431461) contains an interesting document describing the process undertaken by New Jersey's Salem Community College's 1999-2002 strategic planning process. This detailed report explains the interactions of the president, the board of trustees, and over 80 per cent of the faculty. Preliminary to the development of the new strategic plan a number of comprehensive studies were made of the student body and the educational programs that had been conducted. Town hall meetings were held to legitimize the plans with the local community.

Beehler (1993) describes the role of the community college president in the state of Washington. He points out, that in the absence of a clear covenant between the community college and the community, the community college president must lead the college both as an educator and as a community leader. In this latter role, the president must be able to gain acceptance within the college of his view of the needs of the local community. This in turn requires the president to have a visible record of close cooperation with local community and business leaders.

Johnson (1998) describes a study made in four states to compare the perceptions of faculties and presidents on the leadership effectiveness of the presidents and how well the presidents understood the views of their faculties. Johnson indicated that there was a great disparity in the perceptions of the presidents and their respective faculties and made specific recommendations on how to address some of these problems. Specifically, Johnson says that presidents must become better planners and develop effective two-way communications among all the groups on the campus. If there is a commonality of purpose, presidents can then make any necessary adjustments to the college culture.

Presidential Qualifications and Personal Characteristics

What kind of a person does it take to be a successful entrepreneurial president of a community college? What are the skills and experiences that help prepare him or her for that role?

A number of studies have been made to identify desirable traits for a community college president, although none have been identified that specifically address the role of the president as an entrepreneur. Many of the identified skills of successful leaders in most large organization have been described as applicable to presidents of community colleges. These include such generic characteristics as "forward thinking," creative, dynamic, hard-working, good judge of people, etc.

The following five studies are particularly useful in examining the community college presidency. Hood, Miller, and Pope (1999) explore the professional characteristics of successful candidates for the position of president. Their study indicated that communication skills proved to be paramount. Increasing partnerships with business and industry was also very high on the list. Vaughan and Weisman (1998), in a comprehensive study of over six hundred past presidents of community colleges, examined personal characteristics, educational family, and work backgrounds, and professional affiliations, among many other characteristics, and sought the views of these presidents on the key issues facing them in the next four or five years. Their common concerns related to mission, funding, and risks for the presidents. Wen (1999) conducted a research study to develop a profile of self-perceived leadership styles of community college presidents. Wen found that the more adaptable presidents had more influence on

their external communities, but they tended to become less adaptable as their tenure as president became longer. Kubula (1999) also conducted a national study of newly appointed community college presidents with the view of determining the motivation for the candidates seeking such positions and their understanding of the job requirements. As a by-product of the study, some serious problems were frequently found in the search process to hire new presidents. For example, quite often the search committee had little firsthand knowledge of the totality of the job.

McFarlin, Crittenden and Ebbers (1999) conducted a study of factors common to highly successful community college presidents as judged by their peers. One interesting finding revealed by this study was the fact that a majority of the successful presidents, contrary to the other presidents, came from positions other than chief academic officer. This lead them to raise the question of whether a long tenure in an academic environment causes a person to be overly concerned with consensus building and reluctant to create controversy by exercising strong leadership.

Pierce and Pederson (1997) did a literature review to identify specific qualities contributing to the success of community college presidents. They found that adaptability, sound judgment, and flexibility in their role were key factors leading to success. They also listed three major areas of challenge for the presidents: the growth of technology, competing demands, and a changing concept of community. Overall, they give community college presidents high marks for meeting their many challenges in an era of scarce financial resources.

Hockaday and Puyear (2000) analyzed the skills and attributes required of community college presidents and compared them with the skills and attributes perceived to be important in the next millennium. In their opinion the skills and attributes needed for the future will not change significantly; however, issues and goals for the community colleges will change because of technology, privatization, globalization, the continued strain on resources, and blurred mission boundaries.

Finally, Andrews and Cavan (2000) describe the characteristics and work experiences of community college presidents who are most apt to be heavily involved in community services. This particular analysis is directly related to the role of the community college president as an entrepreneur in that it describes the marketing, creative financing, and other related skills that presidents must demonstrate in order to work effectively within their communities. Most of the presidents quoted in the article express a strong concern for the external community of the community college and stress the importance of the president being flexible in planning strategy.

Summary and Critique of the Relevant Literature

The relevant literature, as indicated earlier, contains a wealth of information about the various programs of the community colleges and how they developed and grew. The literature also contains considerable material regarding leadership, long-range planning, and teambuilding, although much of it is very similar to literature written for private businesses and organizations.

The literature is less extensive in describing the growing partnerships with private business. Although there have been significant and specific examples of the risks to

presidents in moving too far from a strictly academic mission, this phenomena has not been explored extensively. There is also a limited amount of literature that examines the reactions of the community college gatekeepers as missions have expanded. In the latter case there are a number of references to disgruntled faculty, particularly those from the traditional academic disciplines who are worried about a possible diminishing of their role.

Even though there are strong hints that the role exists, there is very little material that addresses the role of the president as an entrepreneur. This shortcoming exists even though there is ample material indirectly describing how this role has developed; i. e., the expanded mission, the need to seek non-traditional funding, the growing partnerships with private businesses, etc.

There is a discernible contradiction in the literature regarding the personal qualifications and the job requirements of the president. For example, there are competing findings on the importance of the president having a strong academic background (coming to the presidency from a position of chief academic officer). There are competing views that the president must be responsive to the attitudes of the campus community and a consensus builder, and conversely, a dynamic risk taker who is willing to depart from the status quo. There seems to be a growing body of literature that suggests that the role of the community college president is changing and different from traditional perceptions, but this literature is still very limited in scope and depth.

Contribution of This Study

It is the objective of this study to aid in filling some of the gaps that exist in identifying the entrepreneurial role of the community college president and the skills and characteristics that are necessary for the successful fulfillment of that role. An intended outcome is to assist in determining whether these skills are somewhat different and extend beyond those that may have been traditionally expected of an administrator of an institution of higher education.

Chapter Three

THE EXPANDED MISSION

Introduction

In order to understand the entrepreneurial role of the community college president, it is important to understand how the mission of these educational institutions has evolved. This expansion to such non-traditional programs as workforce development has been a key factor in forcing the president to operate as an entrepreneur. The historical reasons for the great expansion in the community college mission are examined in this chapter.

The need to reduce the enrollment pressures on the four-year colleges was a major reason for the establishment and early growth of American community colleges. Until the 1940s they were known primarily as junior colleges. The term community college did not become widely used until the late 1950s and early 1960s. (Cohen & Brawer, 1996).

Originally, most junior colleges were lower divisions of private universities or institutions founded by churches. The curricula of these schools were generally of a collegiate nature. Only later did they begin to serve the broader needs of the community. Ultimately, community colleges came to be recognized as comprehensive, publicly supported institutions. By the 1970s the term community college came to be the more generally accepted term for both type of institutions. (Cohen & Brawer, 1996).

One of the earliest additions to the academic or college curricula of the community colleges was the general area of career education. (Cohen & Brawer, 1996). Community colleges began to target career education to local needs and worked closely with local employers. Career education, in turn, was probably a logical predecessor to training for students with inadequate academic backgrounds. Because of open admissions policies many such students were enrolling in community colleges and then dropping out. Some critics claimed that the open door was becoming a "revolving door" (Bryant, 1995, p.285).

Initially some of these programs were remedial in nature, but as the range of programs expanded the term developmental education came into vogue. These programs addressed both academic and non-academic deficiencies. (Cohen & Brawer, 1996). English as a second language and special programs for the handicapped are examples of some of the components of developmental education.

These programs led to still other missions. Community colleges soon began to recognize that they had many educational opportunities and activities to offer to almost everyone in the community. Continuing education became a logical part of the community college mission. When states created community colleges within an easy driving distance of all its citizens they opened the door for community colleges to offer a wide range of educational, recreational, and cultural opportunities.

The more aggressive leaders of the community colleges soon began to see their institutions as tools for developing the entire community. As attention was becoming focused on the many social problems existing in the United States, an awareness of the

need to address community concerns and rebuild communities began to arise. Some community college proponents attempted to make the case that the logical choice for an organization to lead this rebuilding effort was the community college. (Travis, 1995).

Now, in addition to academic courses, community colleges offer a host of short non-credit courses, workshops, and seminars for people who have an interest in learning new technical skills, having a hobby, learning a new language, or participating in some specialized activity. For some people, these opportunities are popular because it is not necessary to undergo the sometimes lengthy and complicated process of actually enrolling in a college. More and more of them are taking advantage of "distance learning" through the use of modern video and audio technology. In addition to courses, the community colleges make their facilities available for recreational purposes, community meetings, and for many other non-academic purposes.

This brief overview outlines some of the ways that the mission of the American community colleges has broadened significantly beyond traditional academic programs to include many different program objectives. Those that most directly relate to the entrepreneurial role of the community college president will be examined in more detail.

Economic Development

As has been indicated, one of the earliest expansions of the community college mission was in the area of career education. More recently, these efforts have expanded to include a broader form of economic development, including small business training and development. Therefore, even though career education or workforce development started earlier and can be considered as a key component of economic development, for

the purposes of this paper the broader category of economic development will be considered first as a separate item.

Small business development was one of the earliest economic development programs conducted by the community colleges. Federal legislation in the 1980s was one of the early factors inducing community colleges to initiate such programs. With financial support from federal, state, and local sources, many community colleges established small business development centers. The centers began using a variety of program techniques including local networks of volunteer consultants, short courses in such subject areas as tax planning, and management and technical assistance. In addition to technical assistance, some cases community colleges now assist new and evolving local businesses by providing low cost office space and clerical assistance. (Dougherty & Bakia, 1999).

It is in rural area where the community colleges, perhaps, play their most important role in economic development. Rural communities face enormous challenges in addressing the demands of new technology, the need for effective long-range planning, and the competition for attracting and retaining viable businesses. Because of their location and flexibility the community college may be the most viable institution to assist local communities in meeting these challenges.

Recognizing the unique potential offered by community colleges, in 1994 the Ford Foundation established and funded the Rural Community College Initiative (RCCI). (Garza & Eller, 1998). One of the main objectives of RCCI was to develop educational access for populations in remote and disadvantaged areas. It was soon determined,

however, that the community colleges participating in these programs needed more than educational access and workforce development. In order to keep these communities viable the centers have created small business development programs, teaching students how to design business plans, development marketing strategies, and other entrepreneurial skills. In carrying out these functions, the participating community colleges are encouraged to be sensitive to the cultural characteristics of their communities and build on these strengths wherever possible.

The Ford Foundation initially funded nine community colleges under the RCCI program in 1996 and later added fifteen more. The entire effort has been carefully monitored and studied. In 1998, the American Association of Community Colleges released a series of reports documenting the results of the program. (Garza & Bakia, 1998).

Another effort to involve community colleges in economic development resulted from funding made available to these institutions by the Appalachian Regional Commission in the 1960s. (Baldwin, 1996). A number of community colleges in Appalachia were able to utilize these funds to establish technology centers to address the needs of small and medium-sized firms. By providing specialized training for new firms the region was able to have some success in establishing new businesses in these areas.

To share ideas and to leverage their influence with foundations and government agencies, a group of these institutions in 1989 organized themselves into a consortium called Community Colleges of Appalachia. Many of them also participate in the RCCI program and meet about twice a year to collaborate on projects of mutual interest.

In another example of a community college in rural Appalachia becoming active in economic development, Southern West Virginia Community and Technical College formed an alliance with a local civic group called Williamson Main Street, Inc. (Burgraff, 1999). The two partners created the Tug Valley Economic Development Institute (TVEDI) in order to address the needs of local residents lacking opportunities because of geographic location. TVEDI provides training for local business, community, and education leaders and assists local communities in assessing their strengths and weaknesses in attracting and maintaining viable businesses. The partnership, though meeting with some ambivalence on the part of local leaders, was able to organize community focus groups and involve local merchants in employer-specific training programs.

Growing efforts in economic development offer many potential payoffs for the community colleges but at the same time there are risks. The community college must be able to strike a proper balance between serving local businesses and offering academic programs to students who in many cases have no educational alternative other than the local community college.

Workforce Development

Workforce development was an early addition to the expanded mission of the American community colleges. Even though it is an integral part of economic development, the importance of its function to the entrepreneurial role of the community college president warrants its separate consideration.

Although workforce development had early origins for community colleges, the program has grown dramatically in recent years and has become one of the most important educational functions of the community. Many community colleges list occupational, vocational, and technical training first among their primary responsibilities. Community colleges in Connecticut, for example, now offer over 100 certificates and degrees in career areas. (Cox, 1999). States such as Illinois, North Carolina, and Massachusetts are also heavily involved in providing training in highly technical areas. (Motta, 1999).

The fast growth of workforce development began in the 1960s with the passage of the Vocational Education Act of 1963. (Cohen & Brawer, 1996). Other Federal legislation influencing the growth at that time included the Manpower Training and Development Act, the Comprehensive Employment Training Act (CETA), and the numerous war on poverty programs. (Dougherty & Bakia, 1999). As participants in the war on poverty, community colleges became heavily involved in job training, placement and counseling.

The Perkins Vocational and Applied Technology Education Act of 1990 was another important legislative act that impacted on the community college workforce development programs. The Perkins Act authorized about $1.6 billion for use in vocational programs. Since most of the 4.3 million students enrolled in vocational education in 1989 were taking their courses at community colleges, these institutions were greatly benefited by this legislation. It has been estimated that over 75 percent of the enrollment in institutions offering less than baccalaureate degrees are in courses

related to vocational training. (Hagedorn, 1999). Since many of these students were from lower-income groups, racial minorities, and in many cases were older and were usually enrolled part-time, they became considered as "non-traditional" students. Hirshberg (1991) contends that the community colleges play such a large part in workforce development primarily because of their unique capability to work with less traditional students. This phenomenon became another contributing factor to the ongoing debate as to whether the community colleges had compromised their original academic mission.

The federally sponsored workforce development programs led to closer relationships between the community colleges and private employers. Because of the inconsistency of public funds for these programs, more and more employers started contracting with community colleges for employee training. Also, many employers found that it made more sense economically to arrange with community colleges to train their employees than to maintain costly in-house training capabilities. (Salzman, Moses & Tilley, 1998).

Contracted training programs have the advantage of being tailored to meet the specific demands of the contractors. They can determine where, when, how, and to whom the training is given. Daugherty and Bakia (1999) indicate that over 90 percent of community colleges now offer contract training, but the extent of involvement varies widely from institution to institution. This is where the entrepreneurial skills of the community college president can become so important. The president should identify the

educational needs of the local community and work with key leaders to address those needs.

This is particularly important since both businesses and communities recognize that they are in competition with other businesses and communities in remaining economically viable. Having a competitive advantage is directly dependent on having a skilled workforce. A study done in Iowa warned that the state was running short of skilled workers, with the result that economic growth was being stifled. The study went on to indicate that because of the shortage of qualified workers the state was facing the greatest economic crisis since the farm crisis of the 1980s. (Ovel, 1999).

Iowa is not alone in showing concern about the availability of skilled workers. Almost every community and business is struggling to maintain the technical competence of the existing workforce and to find well-trained prospective employees to add to or replace current employees. Community colleges may have the unique advantage in helping to fulfill this need but campus leaders have to understand and accept this role. In other words, the president, as an entrepreneur, must understand the local market and design and implement educational programs accordingly. (Zeiss, 2000).

A major objective of the RCCI program, referred to earlier, was to make rural communities more viable through workforce development. Community colleges participating in this program were encouraged to go beyond the passive role of providing educational access and to aggressively reach out to welfare mothers, high school dropouts, and other disadvantaged people and establish counseling and other programs to prepare them for the workplace. (Garza & Eller, 1998).

Another aspect of workforce development, which can be served by the community colleges, is in the area of skills certification. High school diplomas no longer have much meaning in terms of the skills of the graduate. Some community college supporters advocate a cooperative effort to work with local businesses to establish needs assessments for the types of jobs that exist and then prepare curricula leading to certification that those skills have been learned. (Zeiss, 1999). One advocate goes even further by suggesting that, while community colleges have a good track record in workforce development, they need to offer courses leading to an "applied baccalaureate" (Wallace, 1999, p.21). An applied baccalaureate would certify that the person holding the degree had been trained in the "real world" content of courses and had the practical training to meet the highly technical demands of today's employers.

Community colleges enjoy a wide variety of opportunities in workforce development, but there are also many significant challenges.

Partnerships with Business

Terrey (1984) was one of the early observers of the growth in community college relationships with business. He indicated that ten years earlier community college presidents were little concerned with these relationships. This all changed with Federal legislation such as the Vocational Education Act referred to earlier.

By 1999, community colleges all over the country had established strong alliances with businesses in the "war for talent" (Swindle, 1999, p.16). These alliances have been particularly important for companies involved in high technology. Companies moved

more and more of their training functions to the community colleges as these institutions began establishing company-unique programs.

Contract education became the norm for the formal relationships that were developed. Community colleges compete with other educational institutions to offer customized services for local businesses, often at the customer's site and with minimal support from public funds. (Hagedorn, 1999). As these programs expanded some community colleges established separate departments and staffing to promote and conduct these non-traditional type educational activities.

Recognizing that the traditional grading procedures of "As" and "Bs" were not very helpful in measuring the technical proficiencies of potential employees some community colleges and businesses began to develop a system of "work keys" (Doebele, 1999, p.37) to better evaluate students. Under this system students are tested in a number of skills areas and the scores are matched against specific job profiles. Any identified deficiencies can then be addressed through training. Community colleges in Kansas, New York, Colorado, and California are among the many institutions now utilizing this technique.

Community colleges participating in the Rural Community Colleges Initiative (RCCI) also are heavily involved in partnerships with businesses. Programs offered by these institutions include basic education and advanced technical training for employees and organizational training for management. (Garza & Eller, 1998). Some community colleges have worked with private business to offer scholarships and internships opportunities.

Kirkwood Community College in Iowa is only one example of the strong emphasis given to business partnerships by the community colleges in that state. (Ovel, 1999). Kirkwood conducted an institutional effectiveness study in 1990 and found that effective partnerships were going to be necessary if they were to successfully meet the needs of its local community. As indicated earlier, there had been widespread concerns in Iowa that the state was beginning to suffer from a serious and growing shortage of skilled workers.

Massachusetts is another state where community colleges have extensive contracts to provide training for employees and receive financial assistance from corporations for research and development initiatives. (Motta, 1999). Leading corporations in that state consider the community colleges to be prime choices to provide training for high technology occupations. In 1997, over 700 companies had working partnerships with Massachusetts' community colleges.

In South Carolina, Greenville Technical College prescreens and trains employees for Rockwell-Dodge Automation, John Deere, Sagem, and a number of other companies. (Roueche & Roueche, 1998). Lockheed Martin, recognizing the track record of Greenville, made an arrangement with the college to recruit and train entry-level aircraft technicians. Lockheed had estimated that in the next ten years as many as 74,000 such workers would need to enter the workforce. By working with Greenville Technical College and agreeing to hire a specific percentage of its technical workers from that college, Lockheed became a highly desirable employer for workers who wanted to complete licensing requirements while employed.

The former GTE had a special relationship with community colleges. According to one authority, as many as 25 percent of GTE's employees, at one time, had received a degree from a community college. (Anderson, 1988). GTE, along with other employers worked to establish a Technology Exchange Center in California. The purpose of the center was to act as a broker between the community colleges and local employers. Once again, a major educational objective for the community colleges was to provide training in high technology. Many of the participating companies provided the community colleges with state of the art technical equipment to facilitate the training.

The community colleges, while capitalizing on working relationships with businesses, are finding that they have more and more competition in providing workforce training. Private (proprietary) career training institutions work very hard to maintain close working relationships with local employers. These institutions realize they are in competition with the community colleges and must rely on such working partnerships in order to retain viability as unique providers of educational services.

It can be seen that the community college president has both opportunities and challenges in working to establish and maintain effective relationships with local employers in the community. The need is great and the community colleges have risen to the occasion, but there is also a strong need for good product design and marketing because there is competition to provide this type of educational service.

Community Development

Working with communities in economic and workforce development led community colleges to expand their services to address still broader needs. Aggressive

leaders saw their institutions as tools for developing the entire community. Community colleges were encouraged to address these broader concerns by increasing awareness of the need to revitalize many disadvantaged communities. Community college advocates began to make the case that the logical choice to play the lead role in these efforts is the community college. (Travis, 1995).

These leaders were a part of the movement that began at a meeting at the University of Maryland in 1968. This group of college administrators strongly believed in community services and at that meeting the National Council on Community Services (since renamed the National Council on Continuing Education and Training or NCCET) was formed. This group of community college presidents and other like-minded leaders not only were strong advocates of community services; they saw experience in this area as strongly beneficial, if not a prerequisite, for a successful community college president. "Keep the community in the college" (Andrews & Cavan, 2001, p.2) was their slogan and their philosophy.

Community colleges were encouraged to see their communities as a whole and to work with voluntary organizations in addition to the more formally established institutions. Community leaders representing all groups in the local community were to be involved in planning these efforts. New educational programs in community leadership development and action programs to look at the social fabric of the community became important activities for the community colleges. (Schwinn & Schwinn, 2000).

Addressing the broader needs of the community led the community colleges into a wide variety of program activities. In South Carolina, Midlands Technical College

collected and distributed school supplies to more than 3,000 disadvantaged children. In Ohio, Cuyahoga Community College utilized more than 60 emeriti faculty to offer special educational programs to retired seniors. (Roueche & Roueche, 1998).

President Cavan of Southside Virginia Community College, a strong supporter of broad-based community college programs, contends that rural community colleges, because of their comprehensive mission and geographic location, must serve as a "catalyst that pulls the total community together in a very positive, focused direction" (Cavan, 1995, p.11).

Community development or services has strong detractors as well as supporters. Some of the former argue that these efforts detract from the more important community college academic functions. (Bailey & Averianova, 1999). The views of some of these critics will be examined more closely later in this chapter.

Developmental Education

Developmental or remedial education programs may be considered by some observers as uniquely different from economic development programs, that require the entrepreneurial skills of the president. However, it can be argued that having an employable workforce is critical to the economic health of the local community, and some community college presidents consider this as a major objective of their institution. (See interview with President DiCroce of Tidewater Community College in Chapter Five.)

These programs are, however, some of the most controversial components to the expanded mission of American community colleges. These programs represented a

natural follow-on to career education as training was provided to students with inadequate academic backgrounds. Because of open admissions policies many such students were enrolling in community colleges and then dropping out. (Bryant, 1995).

Initially these programs were remedial in nature, but as the range of programs expanded the term developmental education came into vogue. Development programs soon included both academic and non-academic deficiencies. For example, with the growth of immigration, English as a second language became a staple of developmental education. Basic education for adults and educational programs for the handicapped became important components of developmental education as well.

Remedial programs are increasingly important for community colleges. Some community colleges such as Baltimore Community College have as many as 75 percent of their students taking at least one remedial course. (Burd, 1996). Some sources estimate that nationally as many as 78 percent of students entering community colleges are in need of remedial education. (Bailey & Averianova, 1999). More and more the task of providing remedial education seems to be falling on the shoulders of the community colleges. State authorities in many states such as Florida, California, Massachusetts, Georgia, Texas, and Virginia have either totally given the responsibility for remedial education to community colleges or are actively considering such action.

Mixed Signals from Public Funding Agencies

Securing adequate financial resources has become an urgent problem for community colleges, as it has for almost all public institutions. In the early years of their history community colleges were able to essentially provide for their financial needs

through the charging of tuition. However, as the educational mission of these institutions was broadened it became necessary to rely more on the state and local governments for sources of funding. Later, the Federal government became a source of some funding as well. Needless to say, this additional funding came with expectations from the public funding agencies. As often happens, these expectations can provide conflicting signals and create headaches for the community college presidents.

The Federal government played a major role in encouraging community colleges to begin contract training. The Manpower Training and Development Act and CETA programs led to very specific demands on the community colleges in terms of the nature and location of job training. (Dougherty & Bakia, 1999). The Vocational Educational Act of 1963 provided funds to the community colleges for occupational programs for the disadvantaged and for students with disabilities. (Cohen & Brawer, 1996).

State governments have mandated community colleges to offer courses in workforce development. In fact in many states, most of the money for contract training is channeled through the community colleges. By 1998, 47 states had established such programs with approximately one third of the training funds allocated to the community colleges. (Dougherty & Bakia, 1999).

Yet at least one observer indicates that despite the strong push for workforce training, the reality of fiscal restraint is probably the greatest threat to the promise of these programs. (Hagedorn, 1999). Funds previously made available from such programs as the Carl D. Perkins Vocational Technology Act have been decreasing in real

terms while educational costs to the community colleges have exceeded inflation. Moreover, the number of students needing such training continues to increase.

Unlike workforce development, the support of governmental agencies for remedial or developmental education is less clear. Directly or indirectly, the U. S. Department of Education gave early encouragement to the community colleges in providing remedial education. Also, the public attention to the need for better education created by the shocking report "Nation At Risk," issued by the National Commission on Excellence in Education (NCEE), gave a major impetus to developmental education. Emphasis on "diversity" and "multiculturalism" has also supported an increased role in developmental education. Later, however, political support in the U.S. Congress for such programs became lukewarm. (Burd, 1996).

As state and local governments have endured increased budget pressures they have increased their attention to the use of funds they provide to community colleges. In 1997, the Massachusetts legislature mandated a peer evaluation system for all institutions of higher education and required specific performance measures to be established in a wide array of functions and objectives. (Motta, 1999). In California, as a result of Proposition 13, local funding support for community education programs was greatly reduced. (Cohen & Brawer, 1996). The reduction came after community colleges in California had previously been encouraged to increase their offerings in this area.

There are other cases where, despite budget pressures, states have encouraged community colleges to be innovative with their programs. In Nevada, the Community College of Southern Nevada was provided a special $300,000 appropriation to train

people who are on welfare, in jail or still in high school but want to take some college courses. (Healy, 1996).

There have also been inconsistencies between state and Federal priorities. In past years a number of states had initiated significant educational programs for prison inmates. However, even though studies reported these programs to be very effective the Federal government, which had previously supported such programs, reduced funding in 1994. (Cohen & Brawer, 1996).

The key relationship between community colleges and public funding agencies is inevitably at the state level where the bulk of the public funding originates. There have been concerns that as the state level of support has grown the local orientation of public community colleges will be undermined.

The *Community College Review* in the summer of 1993 published an article describing a study made to determine the impact of state controls and regulations on the "local community" (Fonte, 1993, p.4) mission of community colleges. The study revealed that while states may have urged community colleges to become more active in economic development their financial regulatory policies might have caused the opposite effect. State policies regarding the setting of tuitions and fees can have a dramatic effect on programming. Even less obvious, state pre-audits of expenditures and their issuance of checks can hamper programming on behalf of the local businesses.

Community colleges have been pulled and pushed in many different directions by the public funding agencies. It is likely, however, that budget constraints will create increasing pressures for community colleges to reexamine their broadened missions.

Criticism of the Expanded Mission

Even as the community colleges expanded their missions to meet a particular demand, whether real or perceived, critics arose from all quarters questioning the role of the community colleges in such expanded activities.

Community colleges have earned the reputation of being comprehensive, open-door, and flexible institutions. But, at the same time these characteristics have been perceived as a potential weakness as the colleges shifted from transfer education to vocational and technical education. (Bryant, 1995).

The area of community services has been a favorite target for critics. A popular accusation is, "How can community colleges be all things to all people?" The critics have argued that such efforts have led to a lack of focus, with energies being dissipated in too many directions. This perceived lack of focus has been exasperated by the lack of adequate financial support for many of the colleges' activities. (Bryant, 1995).

Many of the community college programs associated with community services are considered to be activity or culturally oriented with little or no educational components. These concerns are related to a general feeling in the United States that higher education is declining in quality. The *Investor's Business Daily*, while obviously not considered as an expert source on education, reflected a not uncommon view with a front-page article titled, "Why Universities Do Not Teach." Although the title of the article seems to apply to four-year institutions, the article itself is critical of all higher education. The thrust of the article was that "higher education has less structure, less rigor and looser content than three decades ago." Such criticism is very similar to what one hears regarding the "open

access," general education, and developmental programs of community colleges. (Robinson, 1996).

The article points out there are fewer mandatory courses and fewer courses with prerequisites. The number of courses has grown dramatically while the focus of the courses has narrowed. The article is based primarily on the findings of a study done by the National Associate of Scholars located in Princeton, New Jersey. (Robinson, 1996).

Critics have also argued that as community colleges accommodated themselves to non-traditional students they moved away from the more traditional values of higher education. Community colleges were accused of being overly concerned with enrollment numbers. (McGrath & Spear, 1991). Such changes led to less emphasis on an academic curriculum and fewer degree granting programs.

Developmental programs have also been the subject of criticism by a number of academicians who have studied and evaluated these programs. Some studies indicated a natural affinity had developed between the developmental faculty and the counseling staff with the alliance becoming a strong defender of the open-door policy. This has led to a lack of academic achievement and a rift between academic and student service staffs. (McGrath & Spear, 1991).

It would be a mistake to assume that all the critics of the community colleges are concerned about the colleges overreaching their mandates. There are also a number of critics who argue that the community colleges have not done enough to flatten social classes in the country. Some critics, such as Pincus (1986) and Carnevale, et al (1998), insist that even though workforce development has been a major mission for community

colleges for three-quarters of a century it is still a largely unmet promise. Other critics vehemently disagree arguing that workforce development programs conducted under grants and contracts are in direct contradiction of the original academic mission. (Bailey & Averianova, 1999).

One can overreact to the critics of community colleges. Since the colleges are attempting to address significant societal problems and are taking unique approaches toward addressing those problems, it is only natural that these approaches will be considered as "fair game" for many critics. By the same token such criticism should not be ignored. It may be more productive to consider their merits and adjust when appropriate.

Effects of Retrenchment

Retrenchment becomes a special challenge for any organization with a multitude of missions. The missions will tend to become competitive for decreasing resources and demands for accountability and performance measures will rise.

All public institutions have been faced with the prospects of retrenchment in recent years. The unique nature of the community colleges with their variety of missions, some of which are at least to some extent controversial, would seem to be especially challenged by a retrenchment of public funding support.

Higher education has had perhaps more than its share of time periods when budgets have been cut. In the early 1990s, funding restrictions from state and local funds jeopardized student access, especially to the community colleges. Proposition 13 in California has been mentioned earlier. In 1991, Miami-Dade Community College

announced that it would limit its enrollments for the first time in its history. (Leitzel, Morgan & Stalcup, 1993).

Open access has been one of the "sacred cows" of the community colleges. To deal with retrenchment, community college administrators have tried to use strategies that would not impact on the "open door" philosophy. (Collins, Leitzel, Morgan & Stalcup, 1994). Administrators tried to make their cuts by using such strategies as increased use of technology, increased faculty teaching loads, increasing the size of classes and, finally salary cuts. However, there appears to be limits on how far such cuts can be extended before the "open door" philosophy will have to be reconsidered. Increasing tuition and fees has, of course, already impacted open access to some extent.

If open access is compromised, a question could be raised about the possible impact on other programs such as developmental education, career education and community education.

According to some observers, developmental education and career education will be able to survive and compete with the academic courses of study. Less certain is the future for some community development activities. (Cohen & Brawer, 1996).

Challenges for the President

The expanded mission has brought a wealth of new opportunities to the presidents of community colleges. Conversely, there have been at least a corresponding number of challenges. The president must determine the mix of programs his or her community college will offer and obtain the support and necessary funding to carry out those programs. If economic and workforce development are key priorities, the president must

have a good understanding of the needs of the local community and employers and obtain their cooperation to plan and conduct these priorities. Once all of the key parties have agreed, all of the logistical arrangements, including financing, must be arranged.

Among the most significant challenges potentially facing the president are stresses created within the institution.

Stress can be caused by non-traditional students arriving in an open access environment confronted by many traditional type instructors who are interested in maintaining at least a minimum of academic discipline. Some studies have indicated that both sides in such situations have reached accommodations. Some of these accommodations can create negative consequences. There is evidence that as the level of academic preparedness and student interest have declined the academic oriented instructors have responded by transferring less complex information to the student and demanding less literate behavior. In such cases the entire intellectual climate of the institution can be adversely affected. (McGrath & Spear, 1991).

Cohen & Brawer (1996) list a number of problems they contend some faculty have with the expanded community college mission. They indicate that increases in the number of ill-prepared students have compromised the satisfaction some instructors receive from the accomplishment of their students. There are more part-time students, increased numbers of dropouts, and fewer students moving on to four-year colleges. According to Cohen and Brawer some faculty see these conditions as adversely affecting their own ability and opportunity to teach at the university level.

Many members of the faculty have not identified with the broadening of the community college mission because they feel they have had little input into the decisions. Some of them question the open access policies and the admission of marginal students. They are concerned that some of these programs make the institution look more like a social action agency than a college. (Cohen & Brawer, 1996).

The increase in the numbers of part-time or adjunct faculty has also created a new set of problems for the president. Usually, part-time faculty are less well paid and in some instances perceived as less than well qualified academically to be considered as full-fledged staff members. Some observers refer to them as the "migrant workers" of the community colleges. (Cohen & Brawer, 1996). However, many technical and short-term courses seem to be ideal for the use of such part-time faculty. Under appropriate conditions such staff can bring a more pragmatic approach to instruction.

The expanded mission comes with a plethora of challenges for the president both on and off the campus. The aggressive entrepreneurial president must demonstrate a wide range of management skills to address these challenges and move the institution forward to address the broader educational needs of the community.

Summary

It seems inevitable that the mission of the American community colleges would expand beyond its earlier narrower academic mission. Pressures from public funding agencies and the growing needs of the communities they serve have been significant causes for the expansion. However, ambitious and aggressive community college leaders have also been factors. Even with criticism from many directions the expanded mission

is in place and has legitimacy. The problem is how to place the various components in proper balance, keep the key gatekeepers reasonably happy, and obtain sufficient funding.

In some respects the community colleges are in a Catch-22 situation. On the one hand they have a unique opportunity to address many educational needs of the local community. However, there is a growing debate about these expanded roles of the community colleges and increasing concerns about the level of financial support necessary to support the variety of missions that have been endorsed.

The challenge to community college presidents is immense. How does one aggressively pursue objectives in such quasi-academic programs as remedial and developmental education, career education, and community development without compromising the identity of the community college as an academic institution with a major priority of preparing some students for transfer to four-year institutions? All of these objectives are highly worthwhile and can be of significant importance to the community, but they can easily become entangled without a clear understanding of what the institution's priorities are.

The public funding agencies have been of little help to the community colleges in trying to prioritize these various missions and objectives. There are critics from all sides who demand both more and less of what the community colleges are doing in these program areas. Yet there is a general consensus that *somebody* must do more in each of these pressing areas of concern. There is a likelihood that the community colleges may be in a better position than anyone to address many of these needs.

Both the local communities and local businesses expect the community colleges to provide workforce development, and there will probably not be enough public funding to support these efforts. Therefore, the community college president will have to act as an entrepreneur to design and market these programs, obtain adequate funding, and maintain support from all key gatekeepers.

Chapter Four

The Functions and Characteristics of an Entrepreneurial Community College President

Introduction

The purpose of this chapter is to more closely examine the entrepreneurial role of the community college president and some of the key functions, challenges, opportunities, and personal and professional characteristics that describe and define that role.

As was indicated earlier, the literature contains very little material that specifically addresses the subject of an entrepreneurial president. Burton Clark (1998), however, in a study of successful entrepreneurial educational institutions in Europe, identified several characteristics that he contends sets these institutions apart from their peers. These include; the ability to fuse new managerial values with the more traditional academic values; an expanded development periphery that includes new relationships with external groups; a diversified funding base; an acceptance and engagement by the various departments of the institution in the market-related activities; and an integrated institutional culture that can embrace change while maintaining the traditional values of the institution. Clark's description of an entrepreneurial educational institution contains strong implications for the president of that institution. An examination of these

implications should enhance the understanding of the entrepreneurial role of the community college president. Therefore, this chapter will address presidential functions in marketing and funding, building partnerships with businesses and other external groups and in leadership, planning, and teambuilding. Consideration will be given to some of the stresses and risks the president is likely to face in carrying out these functions.

Marketing and Funding

Establishing an effective marketing plan is a key responsibility for any business entrepreneur. Historically, publicly funded educational institutions, such as community colleges, have not had to concern themselves as much with marketing as they have with the need to successfully lobby state legislatures for funding.

However, in recent years funding for community colleges has become more uncertain and come from a different variety of sources. Funding from traditional sources has decreased in real terms and will probably continue to do so. (Rouche & Rouche, 2000). According to statistics released by the American Association of Community Colleges (AACC, 2001), direct Federal funding has increased steadily but slowly since 1980. However, Federal funds in the form of grants and contracts, primarily for workforce training, have increased dramatically. Community colleges and other educational institutions must apply and compete for these grants and contracts. Nationally, local funding has remained somewhat constant while state funding, which had earlier been tight, has improved with the favorable economic situation enjoyed in the

1990s. However, increased accountability and the imposition of performance goals are now requirements for most if not all state funding.

Financing of community colleges is becoming more dependent on contracted programs as private contracts have joined government contracts in the funding mix. From 1980 to 1996, contracts and grants from Federal, state, and local governments as well as from the private sector grew from approximately $1,500,000 to over $4,200,000. (Merisotis & Wolanin, 2000). Most of these funds are provided for workforce development. Overall, state and local funds provide about 65 percent of the total community college budgets for workforce training, with a large portion of the local funds coming from private sources. (Hagedorn, 1999). Community colleges must compete for all of these funds every year, and private educational institutions are becoming very competitive for contracts in workforce development.

Being closely identified with the local community can be the community college's competitive edge in seeking grants and contracts. Fortunately, according to some observers, community colleges, unlike some four-year institutions, continue to enjoy the warm support of their communities. (Rouche & Rouche, 2000). Even if true, the community colleges must work hard to understand the specific needs of their local communities and provide the educational products that meet these concerns.

A recent article in *Community College Journal* begins with the statement, "Community colleges that survive and prosper in the twentieth century will be those that are market sensitive and market driven" (Gennett, Johnston & Wilson, 2001, p.60). One of the most important steps for the administration of a community college to take is to

develop a strategic marketing process. (Zeiss, 1986). This marketing process must involve the entire campus staff and result in a clear understanding of the institution's mission, clientele, and services (products) offered.

This responsibility must reside chiefly with the community college president. The president must have a thorough understanding of the marketing process and be able to win the support of all elements of the campus in developing the strategic plan. (Pappas & Shaink, 1994). The president must be able to perform the entrepreneurial-like functions of determining the market, designing the product, establishing the pricing, and arranging for the efficient delivery of the product. Every department on the campus will have to share the responsibility for specific parts of the marketing process.

In a separate work regarding strategic marketing for presidents, Pappas and Shaink list several key benefits community colleges can expect by implementing a sound marketing system. These benefits include the following:

- Increased sensitivity to and knowledge about community education needs.
- Rejection of the attempt to be all things to all people and focus instead on the search for differentiated niches in the market. Each college serving a community will focus on providing those services that are most competitively viable and relevant to that community.
- Greater willingness to drop services and programs that do not offer competitive advantages or distinctiveness.

- Eagerness and capability to develop and launch successful new services and programs.

- More effective systems of distributing and delivering their programs and services.

- Development of more creative approaches to pricing. (Pappas & Shaink, 1994, p.2).

It can readily be seen that these characteristics could also be applicable to a successful business entrepreneur.

The marketing strategy must be based on a solid mission statement that defines the institution's operating philosophy and its goals and objectives. (Brannick, 1987). Once again, it is the president's responsibility to lead this effort and make certain that the mission is realistic, definitive, challenging, and most importantly responsive to the needs of the local community.

The president, with the support of the board of directors, has great flexibility in implementing a marketing strategy. The tools include policymaking; the establishment of rules, procedures, and regulations; thorough planning; personnel assignments; and staff development. (Pappas & Shaink, 1994).

In being responsive to the community, it is incumbent on the institution not to take for granted that it fully understands the educational needs of its students. Just as a private entrepreneur must do, the institution must use surveys and other market research methods on a regular basis to establish the educational needs of its various clientele and to measure the quality of the services that are being provided. (Brannick, 1987).

The marketing mix must be driven by the target market. Just as in the private sector, the product design, price, and delivery must meet the expectations of the students and the local community. (Pappas & Shaink, 1994).

As previously indicated much of the increased demand for educational services from community colleges is in the area of workforce development. Private employers have pressured the community colleges to produce potential employees with certifiable skills. Welfare-To-Work programs and the Workforce Investment Act have also presented new opportunities for the community colleges. Many of these programs involve older students who are in need of skills enhancement in order for them to be employable in today's technical work environment. Community colleges who wish to be participants in this environment must be willing to establish new partnerships and adjust their educational offerings to meet the needs of this clientele. According to some observers, many community colleges have not done the necessary strategic planning to fully capitalize on these opportunities. (Gannett, Johnston & Wilson, 2001). The aggressive, entrepreneurial president exercises the necessary leadership to assure that his or her community college addresses these as well as the other critical needs of the community and clientele it serves.

Partnerships

The extent to which a community college president has taken on the role of an entrepreneur can largely be measured by the nature and extent of the partnerships established between the college and external organizations. Many community colleges have established key partnerships with businesses, particularly technology companies, to

develop a continuing supply of skilled workers. (Swindle, 1999). In some instances the community colleges have largely become replacements for companies' in-house training units. When and to what extent the community college becomes involved in such activities requires the president to exercise keen business judgment.

Relationships between community colleges and external groups are very important in determining how the local community views the community college. For the president the stakes are high in leading the community college in the direction that best contributes to the health and viability of the institution. The quality of external relationships will also have a significant impact on the financial support received from state and local funding agencies.

Kirkwood Community College in Iowa is one example where such external relationships are given top priority. (Ovel, 1999). In Iowa the community colleges have become deeply involved in workforce development, and Kirkwood has determined that to best serve its local community in economic development it is crucial to maintain effective working relationships with local employers. Whenever a new project or initiative is proposed within the college, one of the first steps is to identify potential partners in the private sector. Kirkwood's philosophy resulted from an internal study it conducted in 1991 of its institutional effectiveness. One of the conclusions was that it simply did not have the resources to meet the educational challenges of the nineties. The leaders of the college concluded that they must partner with both public and private organizations to meet their program objectives.

In the summer of 1998, Kirkwood joined with the Iowa Business Council and other cooperators to inventory the workforce needs of some of its clientele area's largest employers. The study indicated that over 51 percent of the area's skilled workforce would need to be replaced in the next seven years. (Ovel, 1999). Kirkwood then worked intensively with these area employers to design courses to address the core skill needs.

When one considers the future prospects of the community colleges it is apparent that workforce development will continue to be a major priority. There are some estimates that as many as 13 million individuals will be seeking job training from community colleges in the next few years. (Coley, 2000). As indicated earlier, much of this funding will be in the form of grants and contracts from Federal, state, and local governments as well as from private businesses. The community college president and his or her institution will have to compete for these funds. Without an assured level of funding the community college will have to be managed as a business enterprise.

The establishment of the Work Keys concept is another example of the partnerships that exist between community colleges and private businesses. Established in 1994, the Work Keys program serves as a means of determining the specific requirements of a particular job and measuring the skills of a student against those requirements. ACT, the testing and research organization, developed the concept to establish a common language between educational institutions and employers. The partnerships utilizing this technique at the local level usually include the community colleges, chambers of commerce, private businesses, labor unions, and other educational organizations. (Doebele, 1999).

Aims Community College in Colorado was one of the early users of the Work Keys concept to match employers' needs to educational courses. (Doebele, 1999). In 1994, Aims established the first Work Keys Service Center in the country. Aims used Work Keys to assess its workforce training programs and assisted local high schools in using the concept to improve counseling programs. Under Aim's leadership many high school dropouts and unskilled workers have participated in training under Work Keys and have been successful in obtaining technical jobs for which they would not have been otherwise qualified.

All of these partnerships require entrepreneurial skills on the part of the community college president. Everything is negotiable: the product, the price, the means and place of delivery, the recipient of the training, and how quality is measured. All of these elements require skills that go beyond what would normally be expected of a traditional academic administrator.

Planning, Leadership and Teambuilding

Providing leadership to a community college can be a daunting task. The variety of missions, the uncertainty of financial resources, and most of all, the challenge of maintaining an effective team in an environment consisting of powerful boards of directors and a sometimes vocal and uneasy faculty all present the president with a difficult assignment. To complicate matters further the variety of missions means that, in addition to the board of directors, there are other influential external groups that must be dealt with in an effective manner.

The diligent use of power is one of the main challenges facing the community college president. An overuse of power can lead to unpopular decisions and ultimately result in an unsuccessful and unpopular president. Yet, at the same time, if the president is to exercise true leadership he or she must be able to maintain a perception of power and must often create a climate for risk-taking and for innovation. Otherwise the president may be compromising the growth of the institution by encouraging a climate of valuing the status quo. (Addy, 1995). The president may need to be forceful in encouraging the institution to stay on the cutting edge, particularly in the area of technology, and in creating an environment where the integration of new technology and academic processes are accepted objectives.

The president must also be both a stabilizer and a change agent. Stability is necessary for the peace and order necessary for the teaching and learning process. But, on the other hand, there are instances where the president must be willing to initiate change in order to make progress and even to ensure the survival of the institution. (Vineyard, 1993). The president must promote and create an environment where needed changes can be freely proposed from all levels of the institution.

Usually there is no clear covenant between the college and the local community. Nevertheless, the president must provide effective leadership to satisfy the needs of both. (Beehler, 1993). Vaughan and Weisman (1998) contend that the external leadership role has for some time been a major responsibility for the president and has been growing in importance. Since the president is the key link between the college and the community,

the degree of success for the college is directly dependent on the performance of the president. (Beehler, 1993).

Community college presidents have the responsibility for developing the vision of what the colleges can become. Yet according to Glass and Jackson (1998) entrepreneurial leaders tend to focus more on mission than on vision. These leaders take a pragmatic approach and look to the future in performing strategic planning and have the ability to see opportunities in the most uncertain and unstable environments.

The uncertainty of funding has been a particular factor in creating the entrepreneurial role for the community college president. Not only has it been necessary to seek new sources of funding, but also according to Vaughan and Weisman (1998) some entrepreneurial presidents see the lack of funding as having some positive results. It forces the president and the community college to constantly analyze their mission and to make key program adjustments.

Such program adjustments can be significant enough to actually transform the mission of the college. These changes require strong teambuilding skills by the president. In 1999, Salem Community College in New Jersey undertook a strategic planning initiative. This effort resulted from the president's perception that the college lacked a formal planning process and had too little information about the college's students. In developing a new strategic plan for the college, the president initiated a series of studies of past and present students and was able to effectively involve the participation of over 80 percent of the college staff, as well as all the members of the board of trustees. (ERIC- ED431461, 1999). The involvement of the faculty is of critical

importance to gain their sense of ownership for the final product and to help avoid future unhappiness over the program directions taken by the college. Externally, the president continues to hold town meetings in order to maintain an awareness of the educational needs of the community.

The community college president is expected to be the main force in developing the culture of the college. Yet according to research many community college presidents do not have a common understanding with many campus groups on what the prevailing culture is. (Johnson, 1998). Obviously, the president must have done the prerequisite teambuilding if efforts to change and improve the culture are to succeed. All the key actors must share a commonality of purpose and enthusiasm. However, the entrepreneurial president must be able to go beyond just a common understanding of purpose. He or she must have the skill to influence the team to make the cultural and other changes needed for the college to grow and succeed.

Personal and Professional Characteristics

There seems to be two schools of thought regarding the leadership style of a successful college president. The more traditional view is that the president should use a democratic process to ensure peace and harmony on the campus and should focus on improving the scholarly pursuits of the institution. A second and perhaps more contemporary view is that the president should take a more proactive role to move the institution to create new opportunities and meet new challenges. Fisher and Koch make a strong case for the latter point of view. In a particularly provocative statement they assert, "it is generally agreed today that the college presidency, once the situs of many

such powerful, effective, and inspirational leaders, has decayed and all too frequently now is a refuge for ambivalent, risk-averting individuals who seek to offend no one, and as a consequence arouse and motivate no one" (Fisher & Koch, 1996, p.*viii)*. Other observers take a similar view that the desire to build consensus can be so strong that it prevents strong leadership. (McFarlin, Crittenden & Ebbers, 1999).

By definition, an entrepreneurial president would be one that is willing to take risks. In order to market the programs of the community college the president must be sensitive to the local environment and be able to demonstrate the necessary leadership to bring his or her team "on board." While this process will probably not be completely democratic the entrepreneurial president will be sensitive to the cultural values of the institution and will seek to change those values when necessary rather than directly confronting them.

Fisher and Koch (1996) describe two leadership styles exercised by college presidents, transactional and transformational. The transactional president is described as one who maintains consciousness of the needs of the campus and takes a democratic, participative approach to decision making. Proponents of this school of thought argue that the nature of colleges and universities is such that this is the only management style that will work in a basically unmanageable environment. In contrast the transformationalists believe that the president can and must exercise great energy to provide a vision and purpose to the institution. In this latter environment, while due consideration is given to a shared governance, the president retains the final authority and

responsibility. This latter role is very similar to the role played by a successful entrepreneur of a private business.

Fisher and Koch (1996) state that a transformational president relies on legitimate, legal, and charismatic power to move the community college forward. The first two sources of power are inherent in the position. The third must be a personal characteristic of the president. If the president is going to use something less than democratic procedures to move the program forward he must have the respect and charisma to make it work.

Other writers have described transformational presidents as being action oriented with an agenda focused on specific outcomes. (Glass & Jackson, 1998). These presidents are able to look for future trends in order to create a vision and make necessary program changes. They are able to adjust the mission of the college to meet the needs of the local community.

Successful community college presidents must be adaptable and able to exercise sound personal judgment. Adaptability is especially required to meet the challenges of new technology and the constantly changing needs of the local clientele. In addition to this flexibility, the president must be sensitive to what programmatic changes are appropriate. (Iwanaga, 1998). Flexibility is required to listen to the sometimes competing needs of clientele and gatekeepers and to determine a course of action that is most acceptable and effective. The final decision involves sound judgment to determine a course of action that is consistent with the resources and proper mission of the community college. (Pierce & Pederson, 1997).

In the previous chapter, the community services movement leading to the establishment of the National Council on Continuing Education and Training (NCCET) was discussed. Andrews and Cavan (2001) in a meeting with members of that group identified some of the characteristics considered by these leaders to be indicative of successful community college presidents. These characteristics included; flexibility, effective planning, evaluation skills, skill in creative financing, ability to work with the local community, skill in marketing and publicity, and the ability to network both internally and externally. All of these skills are consistent with those one would expect to find in a successful entrepreneur in the private sector.

Hockaday and Puyear have identified a similar list of traits that they predict will be required of successful community college presidents in the next century. Their list includes: "vision, integrity, confidence, courage, technical knowledge, the ability to form partnerships, persistence, good judgment, and the desire to lead" (Hockaday & Puyear, 2000, p.1). Again, that list seems consistent with the transformational president described by Fisher and Koch (1996) and with the private entrepreneur.

In addition to the differences noted between "transactional" and "transformational" community college presidents, distinctions have also been made between "educational leaders" and "academic leaders" (Wen, 1999, p.51). Academic leaders are somewhat similar to the transactional leaders inasmuch as they are primarily concerned with the scholarly activities of their institutions. Educational leaders are concerned with addressing the issues and problems facing the local community and arriving at those solutions that can be offered through educational means. Community

college proponents believe that the community colleges are more apt to provide educational leadership whereas the four-year institutions are more inclined to provide academic leadership. The flexibility of the community college and the more centralized curriculum development process are two of the major factors allowing the community college president to be an educational leader.

Wen (1999) points out that an educational president is able to effectively communicate to the local community the needs of the community college and gain support for its program expansion or elimination. Much of this function involves fund raising for faculty and facilities. This external involvement with the college's publics requires strong marketing skills of the president, skills very similar to those of a private entrepreneur.

Interesting studies have been made of the professional background of those community college presidents who have been deemed to be among the more successful. Most literature indicates that preparation as a change agent is important for the preparation of being a community college president. (McFarlin, Crittenden & Ebbers, 1999). Even though it is not clear what the nature of such preparation would be, it is generally conceded that community colleges are more conducive to change than four-year institutions; therefore, the leaders of community colleges must be able to implement change.

Several studies have indicated that over 50 percent of community college presidents had previously served as chief academic officer. (Kubala, 1999). Most of the others were formerly involved in student services, continuing education, administrative

services, and other non-academic posts. However, in one study of community college presidents, of those identified by their peers as being among the most successful only 44 percent had previously served as academic officers as opposed to slightly more than 50 percent for those considered to be less successful. (McFarlin, Crittenden & Ebbers, 1999). While not an overwhelming indication, these statistics nevertheless reveal that, in addition to being a successful academician, it is very useful for the community college president to have other administrative experiences as well.

Risks and Challenges

The previous discussion regarding leadership styles provides evidence that it is much more difficult to be a proactive entrepreneurial president than one who focuses primarily on the internal affairs of the college. The latter president may be overly concerned about maintaining a democratic decision making process to assure harmony on the campus.

Presidents must make hard choices among options that can work and have the support of some faction of the gatekeepers. Making these choices can create serious tension, and the tension can be increased by the erroneous view that the president has complete freedom of action to make whatever decision he or she wishes. In reality the president is responsible to a wide array of constraints, external authorities, and expectations on the campus. (Pierce & Pederson, 1997).

Various writers have elaborated on the list of challenges facing the president. One particularly extensive list includes; "accountability, retrenchment, consumerism, competition, loss of autonomy, government regulations, collective bargaining, attacks on

traditional accreditation, court decisions, energy conservation, affirmative action, higher education spending, and faculty pessimism" (Wen, 1999, p.52, 53). This list could be expanded to include such items as the increased reliance on grants and contracts, non-traditional students, expectations of disparate groups in the local community, and many others.

The community college is usually a political entity, inasmuch as it has usually been sanctioned and created by a state legislature and is heavily dependent on public funding. This creates a dilemma for the president because of the many sources of funding from politically oriented appropriating bodies. Many individuals and groups can have an impact on this process, and the president must continually be aware of where the political power lies within these groups. To the extent possible the president must avoid the unintentional alienation of any of them. (Kubala, 1999).

Another significant challenge for the community college president is to maintain an effective and healthy relationship with the faculty. Vaughan (1998) makes the observation that the literature contains very little on this complex relationship, but the president who pays little attention to it does so at great peril. Faculty support can be as important as that of the board of directors. In the final analysis it is the faculty who is able to turn the president's vision into reality.

To make matters more difficult for the president, studies have revealed that there is considerable disagreement over many issues among the faculty in most community colleges. (Brewer, 1999). There is a disagreement over the relative importance of workforce training and traditional education for transfer students. Some faculty believe

that a growth in continuing education represents a diversion from the "true" mission of the community college. Some faculty, unhappy over the inadequate skill levels of many students, believe that much more attention should be given to developing basic skills. According to one survey, only ten percent of the faculty were in agreement with the stated mission of the community college. (Brewer). In some community colleges there has been visible tension over the drive to increase enrollment in order to receive additional state funding as opposed to efforts at maintaining a positive image as an innovative, prestigious institution. (Levin, 2000).

Risks and challenges for the president have also been created as a result of the movement of community colleges into economic development efforts. These efforts have changed the mission of the community college to incorporate the training of workers as an important addition to the preparation of students for further higher education. Since many of the economic development activities (such as the seeking of grants and contracts) can be very time consuming, there is less time and attention to the more traditional missions. Some observers contend that the workforce and economic development programs are so different from the traditional organization and culture of the community college that there is the risk of the college becoming "Balkanized" (Dougherty & Bakia, 1999, p.3).

Contract training has been a source of considerable grumbling within faculties of the community colleges. Some faculty believe that this training is taking resources away from traditional programs and marginalizing much of the regular faculty. Even within the workforce development programs there seems to be great competition between the

contract training staff and the traditional vocation faculty. (Dougherty & Bakia). Maintaining harmony among these groups without appearing to take sides is a difficult proposition for the president.

As a final challenge, the president must be concerned over those external critics who contend that the community college has lost its traditional educational focus. These groups have ample statistical evidence to support their point of view. In the last twenty-five years the percentage of community college students transferring to four-year institutions has declined from over 40 percent to less than 20 percent. (Nora, 2000). Compounding this problem is the concern that the academic performance of community college students at four-year institutions may be declining. The very effectiveness of the community colleges in conducting non-traditional programs has led to accusations that higher education is no longer the primary mission of these institutions. The challenge for the president is to be able to articulate the mission of the community college in a manner that contributes to the image and prestige of the community college.

Summary

The intent of this chapter is to make two primary points. First, the functions and characteristics of an entrepreneurial community college president are very similar to corresponding functions and characteristics of a private entrepreneur. Secondly, the entrepreneurial president has an expanded role that goes beyond that of the traditional academic administrator who is often primarily concerned with maintaining harmony on the campus and assuring that all major decisions are made in a fully democratic process.

The entrepreneurial president through both desire and necessity is heavily involved in marketing the programs of the community college. This necessitates a constant scanning of the environment to ascertain trends and potential opportunities. Because of the changing nature of funding the president must demonstrate flexibility in meeting the needs of an increasingly diverse clientele.

The ability to establish and maintain effective partnerships with a variety of external groups is necessary to maintain the growth and viability of the community college. Programs in economic development and workforce training, in particular, require effective partnerships with the private sector. In many instances these programs also involve the cooperation of local planning agencies and other educational institutions.

The complexity of today's community college mission and the need to develop partnerships place a heavy burden on the community college president in his or her role in planning, leadership, and teambuilding. The entrepreneurial president must be able to exercise strong leadership and at the same time be sensitive to the needs of those parties interested in and affected by programmatic decisions. The president must exercise sound judgment in choosing among the viable program options that arise with such a varied mission. Good negotiation skills are required to determine the proper program mix, funding arrangements, and the logistics for delivering the programs.

One of the key characteristics of an entrepreneurial president is the willingness to take risks. Another is having the necessary charisma to sell his or her program to an otherwise skeptical group of gatekeepers, including a faculty with a variety of differing views and individual objectives. The effective president will also have strong networking

skills to aid in identifying potential partners, sources of funding, and future programming opportunities.

Finally, the president must deal with a long list of challenges. One of the main challenges is to effectively operate in a political environment where many different individuals and groups can affect the political process thereby either hindering or assisting the community college receive public funding and other program support. On campus the major challenge is to keep the critically important faculty involved and supportive of the president's vision and objectives. The president must also be sensitive to the culture and mission of the community college and assure that any program adjustments can either be reconciled with the existing culture and mission or that the culture and mission can be modified enough to accommodate the changing program needs without creating a dysfunctional institution.

The effective community college president does not hold an "honorary" position. It is a position facing a full plate of opportunities, challenges, and risks.

Chapter Five

Entrepreneurship in Virginia Community Colleges

Introduction

The previous chapters have examined the entrepreneurial characteristics of the community college president and the associated risks and challenges. This chapter makes a similar examination of the community college system in the state of Virginia to determine if the observations and evidence provided earlier are consistent with actual situations. To accomplish this purpose an overview is provided of the Virginia community college system, its historical origins, current organizational structure, and its overall mission and objectives. Workforce development in the Virginia system is also reviewed. Several case studies of Virginia community colleges, both rural and urban, are presented to provide a more precise picture of the entrepreneurship existing in the community colleges in the state.

This material along with that contained in the previous chapters will provide the evidence to test the hypotheses contained in Chapter One. The hypotheses included the assumption that there is an entrepreneurial role for the community college president; secondly, this role requires a different set of skills and experiences from those that may have typically been required in an academic environment; and finally, because this role is different, it gives rise to unique risks, challenges, and opportunities.

The Virginia Community College System

Brief History

Andrews and Fon's 1998 case study of the Virginia community college system notes that the Virginia system began in the 1940s as a system of state technical and vocational educational institutions. Therefore, this earliest identified need for what later became the community colleges of Virginia set them apart from the more traditional academic institutions.

Eventually legislation was passed to provide for a community college within commuting distance of all citizens of the state. (Andrews and Fon, 1998). Guidelines were established to discourage geographic competition with existing four-year colleges and private institutions.

The community college system in Virginia grew very rapidly. In 1966, there were only two community colleges serving less than 4,000 students. Four years later the system had grown to sixteen institutions with about 28,000 students. By 1973, the system had reached the originally planned 23 institutions, and by 1994, almost 131,000 students were enrolled. (Andrews and Fon, 1998). Most of Virginia's community colleges are located on or near the interstate system, and all of Virginia's eight Metropolitan Statistical areas have a community college.

The original charge to the Virginia community colleges was to serve the educational needs of their local community. In keeping with that charge, some community colleges in large suburban areas emphasize traditional academic programs to its students, since relatively larger numbers of them plan to transfer to four-year

institutions. Inner city schools provide technical and vocational training for predominantly minority student bodies. Community colleges in the more remote rural areas tend to work with blue-collar employers and families in job training programs.

Unlike the four-year colleges in the state, the original charge to serve the needs of their local communities and their historical foundation of providing technical and vocational education programs set the stage for the Virginia community colleges to be entrepreneurial in nature. The ongoing struggle to obtain funding required the presidents to take on that role as well.

Current Structure

The internet web page for the Virginia community college system (VCCS), (www.so.cc.va.us), reveals that as of January 2002 the 23 colleges, located on 40 campuses, now have an enrollment of over 224,000 students enrolled in credit courses. Of these about 83,000 are full-time students. These numbers represent about one-half of all the Virginia students enrolled in higher education. (VCCS Statistical Profile, 2002).

Almost 30% of these students are enrolled in occupational-technical programs. The workforce development programs serve more than 100,000 employees through cooperative arrangements with more than 3,500 local companies. The Virginia community college presidents have been very active and successful in marketing their programs to the private business sector. (VCCS Statistical Profile, 2002).

In 1966, the Virginia state legislature passed legislation establishing the current community college system in the state and created a State Board for Community Colleges to establish and administer all the community colleges in the system. (Virginia

Community College System, 2002). The State Board has from the time of its establishment encouraged the Virginia community colleges to provide a high priority to workforce development. In 1999, it revised the VCCS mission statement to give greater visibility to the expanding role of workforce development. The current mission statement reads as follows:

> The mission of the Virginia Community College System is to provide comprehensive higher-education and workforce-training programs and services of superior quality that are financially and geographically accessible and that meet individual, business, and community needs of the Commonwealth (Virginia Community College System, 2002, p.1).

It is clear that the board expects the Virginia community colleges and their presidents to work with local businesses and other groups to provide programs that meet their specific needs. The designing and marketing of those programs require close collaboration with the local customers and strong entrepreneurial skills.

The need for these entrepreneurial skills is even more evident when one considers the state funding situation affecting Virginia community colleges. In real terms, state funding per full-time equivalent student in community colleges has decreased from $3040 in 1989, to $2640 in 2000. In constant dollars, tuition costs have risen less than $5 per student. Because of funding constraints, presidents of the community colleges have been forced to negotiate working arrangements with local employers and other groups and through creative programming seek grants from other government agencies. (Virginia Community College System, 2002).

Strategic Plan

In its strategic plan for 2000-2002 and beyond the State Board for Community Colleges emphasized recent accomplishments in workforce development and outlined specific plans and expectations for significantly further progress in this program area. (State Board for Community Colleges Strategic Plan, 2000).

The Board noted its recent actions to increase the emphasis on workforce development in the mission statement, established workforce planning councils at each of the 23 community colleges, added a new position of Vice Chancellor for Workforce Development, and made a total of $1,250,000 available for competitive grants for workforce initiatives. Consistent with entrepreneurial functions, the Board reported that a statewide marketing plan had been developed for the new workforce training programs. As a part of the marketing plan full-page advertisements were placed in the *Virginia Chamber of Commerce* Directory, *Enterprise Virginia Magazine*, and the *Virginia Business Magazine*. The Board also obtained approval to offer a substitute technical studies degree in order to facilitate further cooperation between the community colleges and business and industry. (State Board for Community Colleges Strategic Plan, 2000).

For the future, the Board listed a number of opportunities. At the top of the list was a desire to build on the support of the Governor and the General Assembly for the workforce development initiatives. At the same time the Board acknowledged that obtaining any increases in general funding would continue to be a challenge. Concern was also expressed about the ability to provide timely responses to the needs of business

and industry to provide more trained workers. (State Board for Community Colleges Strategic Plan, 2000).

The strategic plan listed eight goals for the future. Goal number one was to continue to grow workforce development programs and provide world class service to Virginia's businesses and industry.

Workforce Development

In 1998, the Virginia General Assembly enacted The Workforce Development Act. The act provided additional guidance to state educational institutions receiving funds under the Carl Perkins Vocational Technical Education Act. One of the key results of the act was to implement a one-stop system for employment and training services. The governor also established the Virginia Workforce Council to assist in meeting workforce training needs. The Chancellor of the VCCS is a member of the Council, and the Virginia General Assembly designated VCCS to provide staffing for the Council. The Council developed a formal strategy to specify workforce development needs, assigned responsibilities for meeting those needs, and designated the VCCS as a primary mechanism for developing specific training objectives. The Council also encouraged community colleges to develop partnerships with the private sector to assure proper targeting of programs and to seek private funding to support programming efforts. (Workforce Development Services, 2002).

In order to give focus to the VCCS efforts in workforce development, the Council hired a Vice Chancellor of Workforce Development in July 1999 and established a Workforce Development Service (WDS) to give further support to these efforts. The

primary task of the WDS is to support the Virginia community colleges in their workforce development programs and represent the VCCS at the state level in related matters. A key function is to assist the presidents of the community colleges in their marketing efforts and provide a point of contact for Federal and state initiatives. (Workforce Development Service, 2002).

A key reason for the emphasis on workforce development in Virginia is the recognition by the state's political and educational leaders that Virginia is a leading state in information technology and has a large concentration of Internet companies. There is fierce competition from surrounding states in technology development, and without continuing and increased emphasis on training a technically competent workforce, the state will rapidly lose its current advantages and fall behind its fast-moving neighbors.

Workforce training centers are now located at each of the 23 Virginia community colleges. These centers act as the key contact points between the colleges and the private sector and work to negotiate partnership arrangements for specific training needs. These partnerships have been very successful, and during the 1999-2000 academic year, Virginia community colleges provided customized training to over 57,000 employees of more than 4,200 companies. (Workforce Development Services, 2002).

Also in the 1999-2000 academic year, the General Assembly authorized the establishment of three centers of excellence to take advantage of and recognize the cutting edge programs of leading community colleges in the state. These three centers -- Institute for Excellence in Information Technology, Institute for Excellence in

Semiconductor Technologies, and the Institute for excellence in High Performance Manufacturing -- received $1,000,000 in special funding from the state.

The Interim Peninsula Workforce Development Center is one of the noteworthy workforce development successes in the state. Organized in early 1999 under the leadership of Thomas Nelson Community College and other educational cooperators, the center has trained more than 3900 employees from over 20 companies. The center is located in one of the key shipbuilding areas of the country, and the Newport News Shipbuilding Company has been a key cooperator. Many technical companies including Siemens, Cannon, Nextel, CompUSA, and Gateway have participated in these programs as well. Thomas Nelson, New Horizons, and Old Dominion University are the cooperating educational institutions, with a group of 18 business and manufacturing representatives participating in curriculum design. (Workforce Development Services, 2002).

The entrepreneurship of the presidents of the Virginia community colleges and their institutions has been critical in the state's recognition of the opportunities in workforce development and in the planning and implementation of the ultimately successful program efforts that continue to grow and increase in effectiveness.

Even newly appointed presidents in the Virginia system understand that their community college must serve as a "catalyst" for their service area. The newly designated president of Northern Virginia Community College, Dr. Robert G. Templin, Jr., noticing the serious shortage of trained healthcare workers in the college's service area indicated that, while the school has money for structures, the necessary funding for

staffing did not currently exist. He then stated. "We've got to move ahead, and we've got to find creative sources of funding" (K. Cox, August 7, 2002. p. T2). President Templin is obviously prepared to take the necessary risks to assure that his community college is addressing the pressing needs of his local community.

Interview with VCCS Chancellor Glen DuBois

Dr. DuBois indicated during a telephone interview on March 26, 2002, that community college presidents in Virginia were expected to fill an entrepreneurial role if they were to be successful.

In describing the community college president, Dr. DuBois indicated that much like the "town minister" who understands the needs of his congregation, the community college president must thoroughly understand the needs of his or her community. In addition to having a "feel for the market" the president "must be entrepreneurial, market driven, and less academic and traditional." The president must be "multitalented" and able to "form partnerships to raise funding" (G.DuBois, personal communication, March 26, 2002).

Because of the difference in mission, Dr. DuBois indicated that there were distinct differences between the presidents of four-year liberal arts colleges and community colleges. The former had a need to be "more traditional and academic" and had the responsibility to "preserve the best of knowledge and civilization" whereas the presidents of community colleges had to be "more flexible and responsive to community needs" (G. DuBois, personal communication, March 26, 2002).

Interview with Vice Chancellor for Workforce Development John J. Sygielski

A telephone interview was conducted with Dr. Sygielski on August 22, 2002. Dr. Sygielski explained the organization structure of the WDS and the interaction of that staff with the Workforce Development coordinators located at each of Virginia's 23 community colleges. The WDS is organized around the three technical institutes referred to earlier and has staff assigned to Workforce Initiatives, the Apprenticeship program, and Technical Preparation. The unit also has a Finance Officer. In addition to providing support to community colleges, WDS represents the colleges in working with Federal grant agencies, such as the National Science Foundation, the National Institute of Health, the Department of Labor, and the Department of Education. (J. J. Sygielski, personal communication, August 22, 2002).

Dr. Sygielski indicated that there is strong support within the state legislature for the work of the community colleges in Virginia; however, current budget constraints severely restrict the amount of state funding that can be provided. Also, the development of a better understanding of the role of the community colleges in economic development and attracting new businesses to the state is still an effort in progress. Currently, the state provides approximately $4-5 million of funding for workforce development. This compares to $10-20 million provided to community colleges in such neighboring states as Maryland, North Carolina, and South Carolina. (J. J. Sygielski, personal communication, August 22, 2002).

Virginia was somewhat late in implementing workforce development programs at its community colleges. When these colleges were established in the 1960s, their main

function was transfer education. As a comparison, North Carolina established its community colleges as business development institutions. Also, Virginia is alone amongst its neighbors in not providing funding for non-credit courses. (J. J. Sygielski, personal communication, August 22, 2002).

In Virginia, a transition is still taking place regarding the full acceptance and implementation of effective workforce development programs by the community college presidents. Five years ago only a few of the presidents really understood and believed in the concept. At least a third of the current presidents are having difficulty in making the transition. Some of this difficulty may relate to the strong academic background of some presidents, which naturally causes them to be inclined to focus on traditional academic programs. Dr. Sygielski believes, however, that almost all of the current presidents, at least intellectually, accept workforce development as a key component of the community college mission. (J. J. Sygielski, personal communication, August 22, 2002).

Dr. Sygielski indicated that leadership from the presidents is critical if the community colleges are to carry out their expanded mission. He agrees that there is an entrepreneurial role for the presidents and that they must be very proactive in marketing the community college. They must personally interact as early as possible with the new businesses coming into the community. (J. J. Sygielski, personal communication, August 22, 2002).

Southwest Virginia Community College

Background

Southwest Virginia Community College (SVCC) is located in one of the least developed areas of Virginia. Established as a part of the state community college system in 1968, SVCC is located in the southwestern part of the state and serves the counties of Buchanan, Dickenson (partial), Russell, and Tazewell. The original master plan for the state community college system, approved two years earlier, provided for a community college serving the counties just mentioned. (Southwest Virginia Community College Catalog, 2002-2003).

After the adoption of the state master plan, a group of local citizens from the southwestern part of the state met with state officials to promote the immediate establishment of a community college in the area. Plans moved very rapidly and the college opened for students in the fall of 1968. Student enrollment in the fall of 2001 totaled more than 4,600, with an additional estimated 15,000 citizens participating in non-credit and community programs. (Southwest Virginia Community College Catalog, 2002-2003).

SVCC operates under the philosophy that all citizens in the area are entitled to continuing education and intellectual development. The college takes a very proactive role in improving the lives of local citizens and the economic and cultural health of the community. The economic and cultural aspects of the college's mission are given a particular priority because of the limited resources in the general geographic area. Also, because of a general lack of large businesses and manufacturing enterprises, the college

strives to serve the needs of small businesses in the area. (Southwest Virginia Community College Catalog, 2002-2003).

Programs

In addition to traditional academic courses and college transfer education, SVCC offers an extensive list of courses in the occupational and technical areas. These latter programs are especially designed to supply highly skilled technical workers for employment with business and industry within the service area. Retaining business and industry is a continuing problem in southwestern Virginia, and the college is determined that existing businesses will not have to relocate because of a shortage of skilled workers. (Southwest Virginia Community College Catalog, 2002-2003).

As mentioned earlier, the college has as a part of its mission to improve the cultural opportunities of citizens in the service area. In order to address this need, the college offers a wide variety of specialized regional and community services and events, including non-classroom and non-credit programs. These activities include lectures, workshops, seminars, sports and recreation, and special community projects. (Southwest Virginia Community College Catalog, 2002-2003).

The New Industry Programs is one of the college's main program thrusts aimed at attracting businesses to the area or to develop new local businesses. This program, designed in cooperation with the Virginia Economic Development Partnership, includes such services as job analysis, instructor recruiting and training, continuing training for employees, and efficient factory production. The program is closely coordinated with the

Work Keys Program and Total Quality Management. (Southwest Virginia Community College Catalog, 2002-2003).

SVCC participates with five other community colleges in operating the Manufacturing Technology Center. The Center offers curriculum development in technical areas and provides services to industries in modernizing the workplace and training for employees. The center operates as a non-profit organization aimed at keeping southwestern Virginia's manufacturers competitive in the world economy. Specialized services are offered in such areas as product and process development, establishing mobile learning units for on-site training, plant layout and design, occupational safety, and environmental compliance. (Manufacturing Technology Center, 2002).

SVCC is also an active participant in the Tech Prep program. This program, federally funded through the Perkins Act, is a combined high school and community college program of study whereby students can prepare themselves for careers in the more competitive, high tech programs. In order to take advantage of this opportunity to expand its workforce development programs, SVCC and the public schools in its service area organized the Southwest Virginia Tech Prep Consortium. The consortium works with local employers to design the curriculum, provide in-class instruction, and on-site visits to workplaces. (Southwest Virginia Community College, 2002).

SVCC also operates a Small Business Development Center to serve as an incubator for newly established businesses and a Procurement Assistance Center. The Procurement Assistance Center offers training to small businesses to assist them in their

efforts to become successful bidders for government contracts. (Southwest Virginia Community College, 2002). SVCC seeks every opportunity to improve the economic viability of the local community and its mostly small businesses.

Interview with President Charles R. King

A telephone interview with Dr. Charles R. King was conducted on June 6, 2002. Dr. King has been the president of Southwest Virginia Community College since its establishment in 1967. He has had a unique experience in establishing a community college in such a rural, underdeveloped economic area and providing leadership for such a long tenure.

Dr. King agrees that there is an entrepreneurial role for the community college president and that this role is different from the president of a typical four-year university. He indicates that the community college is more community-based than four-year universities and, therefore, has a distinctly different mission that requires the president to be entrepreneurial.

Dr. King, who is a strong believer in workforce development, believes that a major objective of his community college is job creation. He promotes a strong proactive role for SVCC and strives for the college to be on the "leading edge in the community." (C. R. King, personal communication, June 6, 2002). In addition to being a catalyst for economic development and community improvement, Dr. King wants the college to assist in making its service area a viable place to live in. This means that the college has as a part of its mission the improvement of cultural and recreational opportunities in the local communities. In order to be of maximum assistance to the local leaders in the

community, the college gives consideration to all requests for assistance, no matter how small.

One of the accomplishments mentioned by Dr. King was the creation of the Wardell Industrial Park. The park started as a small business incubator and has now grown to an industrial park containing seven or eight viable manufacturing concerns. SVCC, among other occupational training for the park, provides training for welders and machinists. (C. R. King, personal communication, June 6, 2002). Another key development was the establishment of a 30,000 square feet training center, which was constructed with $7.5 million in private funds. In addition to housing a wide variety of educational activities, the center is often used by community organizations for meetings, lectures and seminars.

A major challenge for SVCC in workforce development is the fact that most businesses in the area are very small. Some of these find it very difficult to participate in workforce training because of limited funds, and some business leaders believe that such funding should be done totally by the state.

Much of the funding for workforce training at SVCC does come from state sources. The college frequently leads the state in grants and contracts, and more than 60 percent of the funding for workforce training comes from these sources. SVCC, for example, has just received a $70,000 grant for the Work Keys program. (C. R. King, personal communication, June 6, 2002).

Because of the economic development needs in the service area, SVCC provides approximately 70-80 percent of its educational courses in occupational and community

services, with the remainder in traditional transfer courses. SVCC works closely with Virginia's four-year colleges in the design of its transfer courses.

Dr. King's description of the need for the community college president to be proactive, a catalyst for the community, and observant of opportunities to provide educational services for economic and cultural improvement of the community seems to be very consistent with the definition of an entrepreneur.

Interview with Dr. Barbara Fuller, Workforce Development Coordinator

A telephone interview with Dr. Barbara Fuller, Workforce Development Coordinator, was conducted on June 12, 2002. Dr. Fuller described how President King worked to involve all the SVCC staff in the workforce development program. All four academic divisions have active roles. Since most of the key administrators have had long tenures at SVCC, there is a congruence of understanding of the importance of the college's role in economic development for the southwestern part of Virginia.

Dr. Fuller described President King as a calculated risk taker and used as an example the development of the Computer Learning Center for use by the entire community. This facility is used for more than just classes and allows local residents to take tests for certification in various skills without driving considerable distances to the nearest testing center. The center, in effect, operates as a virtual university and allows individuals to participate in a large number of computer-based activities. Bluefield Beverage is one of the local businesses that have contracted with the center for specialized training, (B. Fuller, personal communication, June 12, 2002).

Since 1988, SVCC has cooperated with the governor's office in designing and conducting training in specialized workforce development programs. These programs include training in blueprint reading, fast start-ups for small businesses, and various construction trades. As many as a hundred people per day participate in the training, and employers report that the training results in a more stable workforce and a bonding among the employees. At the end of the training, the employers and the potential employees are under no obligation to offer or accept particular jobs. The retention rate is very high for those employees completing the program. (B. Fuller, personal communication, June 12, 2002).

SVCC also helps recruit for local industries. This work is done in cooperation with counties located in the service area and with the Cumberland Plateau and Planning District. The college works very hard at improving the availability of jobs for its local citizens, and the recruiting efforts are an example of the aggressive and proactive role the college is willing to play. A similar proactive role is taken in the establishing of rapid response teams when local businesses decide to relocate or to downsize. In cooperation with state government personnel, the college offers counseling services to affected employees and arranges training in new skills, if desired. Both the businesses and the employees are advised of various benefits and programs available to assist in making the difficult transition. (B. Fuller, personal communication, June 12, 2002).

In other activities, SVCC has established a small business incubator with the city of Richlands, Virginia. Also, the college recently received a $1.2 million grant from Microsoft Corporation for developing and conducting a number of technical training

courses. SVCC, as indicated earlier, is very dependent on government grants and contracts and has employed an effective Grants Coordinator. The college also relies heavily on the State Workforce Development office.

Paul D. Camp Community College

Background

Paul D. Camp is somewhat unique as a Virginia community college in the sense that its service area includes both rural and urban areas. A rural campus is located in Franklin while an urban campus serves rapidly developing Suffolk. The college also maintains a center in Smithfield where one of the nation's largest pork processing facility is located. The college's service area, while having some rural characteristics, is located just west of the booming and fast-growing area of Hampton Roads in Tidewater Virginia.

The college was organized in 1970 and named after Paul D. Camp, whose family donated the land to establish the Franklin campus. From its beginning, the college has included in its mission the development of work skills for local citizens. A strong emphasis has been given to such programs as occupational/technical education and workforce development. The college also takes a proactive role in the economic development of the communities it serves. (Paul D. Camp Community College Catalog, 2002-2003).

Programs

Paul D. Camp Community College (PDCCC) like the other community colleges in the Virginia system is encouraged to provide career studies and programs for the certification of students in selected occupational and technical areas.

The occupational and technical education program represents a major priority area for the college and is designed to prepare workers for the growing demand for technicians, semi-professional workers, and other skilled employees. These programs are especially designed to meet the needs of business and industry located in the service area. (Paul D. Camp Community College Catalog, 2002-2003).

Certificates in career studies are offered for more than fifteen areas under the occupational and technical education program. Because of its proximity to the shipbuilding and repair industries of the Hampton Roads area, three separate certificate programs are offered in professional welding. In the medical area, three certificates are also offered for medical office support and for nurse's aides. Other certificates are offered for such programs as childcare, computer repair, and electrical wiring. (Paul D. Camp Community College Catalog, 2002-2003).

PDCCC has a very active cooperative education program to allow students to apply skills learned in the classroom to actual job experiences. This program is conducted as a joint venture with area employers and allows students to explore various career opportunities in the area while providing employers with a trained pool of potential workers. Under this program the student may either alternate periods of full-time work and full-time study or combine the two activities within the same time frame. This program is, of course, also very valuable to students who may otherwise have difficulty in paying for a college education. (Paul D. Camp Community College Catalog, 2002-2003).

In 1993, PDCCC joined with Franklin City, Isle of Wight County, and the Suffolk City School Divisions to establish the Western Tidewater Tech Prep Consortium. A Tech Prep program was then launched in the fall of that year to provide enhanced career opportunities for students. Currently the program consists of two curriculums – Administrative Support Technology and Marketing Management. Representatives from the business community work with the educators to design course offerings. (Paul D. Camp Community College Catalog, 2002-2003).

PDCCC has a Workforce Development Division, which works closely with business and industry within the service area to provide training for both existing and potential employees. Training can be customized for specific employers or designed for several employers having similar educational needs. Employment assessment services are also available to assist in the hiring process. PDCCC will also work with employers to identify educational resources not available through the community college. (Paul D. Camp Community College Catalog, 2002-2003).

Nursing programs represent a significant program thrust for PDCCC. The community college works with Southampton Memorial Hospital in carrying out the certification program for nurses' aides and cooperates with Tidewater Community College in offering an Associate degree in nursing. This latter program is designed for students wishing to pursue a career as a registered nurse. (Paul D. Camp Community College Catalog, 2002-2003).

Interview with President Jerome J. Friga

An interview was conducted with Dr. Friga in his office on August 8, 2002. Dr. Friga has been president of Paul D. Camp Community College since March 1992. Dr. Friga has served as an administrator in large state universities as well as providing leadership for a small community college.

Dr. Friga agrees that a president of a community college must have an entrepreneurial spirit in order to be successful. He attributes this need to the "missionary zeal" that is prevalent in most community colleges and the recognized need to provide ready access to higher education for the people residing in the community college's service area. (J. J. Friga, personal communication, August 8, 2002).

Dr. Friga saw less of a difference in the roles of community college presidents as compared to presidents of four-year colleges than the other community college presidents interviewed. He did indicate that presidents of the four-year colleges tend to have a more internal focus because of the more structured academic disciplines existing in such colleges. Presidents of both types of institutions, however, have a strong need for external networking. (J. J. Friga, personal communication, August 8, 2002).

Dr. Friga believes that the mission of the community college is multifaceted and the balance between the more academic and less traditional programs, such as career education, is driven by market factors. In order to be effective the president must be actively involved in the marketing process.

Dr. Friga indicated that the major challenge in carrying out non-traditional programs is the continuing shortage of operating funds. PDCCC has been successful in

raising capital funds from local businesses, primarily using workforce development as the key selling point. The state legislature has provided support for capital funding when it is evident that there is also strong local funding and support. However, greater and greater reliance is being given to private fundraising. This requires strong entrepreneurial efforts by the president and others in the community college. (J. J. Friga, personal communication, August 8, 2002).

As an example of the entrepreneurial type risks taken at PDCCC, Dr. Friga described how the Industrial Tech Program was initiated with no identifiable source of funding except the expectation that students would respond to the course offerings. The resulting tuition payments would suffice to implement the program. In order to begin the program, donations of some heavy and expensive equipment was sought and received from the private sector. The program became successful and now represents a good example of the close working relationship PDCCC enjoys with the private sector. One of the primary cooperators is International Paper Company, which operates a large paper mill in the area. The program offers "applied academics" to both college and high school students and has received the cooperation of local school systems as well as local businesses. (J. J. Friga, personal communication, August 8, 2002).

Interview with Workforce Development Coordinator, Carolyn Crowder

An interview was conducted with Ms. Crowder in her office on the Franklin Campus of PDCCC on August 8, 2002. Ms. Crowder also arranged for a tour of the new Workforce Development Center.

The $5,275,000 Workforce Center was built through partnerships with local businesses and government and state funding. The local jurisdictions of Franklin, Southampton, Isle of Wight, and Suffolk joined with International Paper, the Camp Family Foundations, GTE, and Franklin Equipment Company in raising $1,735,000 to initiate the funding effort. The remainder of the funds was appropriated by the state legislature. Local organizations also contributed $265,000 to provide capital equipment for the center. A $500,000 grant was provided by the U.S. Department of Agriculture to install state of the art telecommunications equipment. (C. Crowder, personal communication, August 8, 2002).

The center contains 32,000 square feet of floor space and can be used for a wide variety of training and meeting needs with provision for leading-edge technology. For example, the center is a certified testing site for the Microsoft Office User Specialist certification program. PDCCC uses the center to provide pre-employment training that provides management with the opportunity to evaluate potential employees in a working environment. Companies also use the center to provide for orientation programs for employees. (C. Crowder, personal communication, August 8, 2002).

Ms. Crowder advised that the development of the center, and many of the other activities of PDCCC that involve local partnerships, resulted from President Friga's heavy personal involvement in the marketing process. (C. Crowder, personal communication, August 8, 2002).

Southside Virginia Community College

Southside Virginia Community College (SVCC) was chosen as one of the case studies because it represents perhaps the most rural of all the community colleges in Virginia. Despite a relative lack of concentration of technical companies or other private businesses, the president of this institution is, nevertheless, taking an aggressive approach in broadening the mission of the community college to meet the needs of the local communities and their inhabitants.

Background

SVCC was established in 1970 after a committee composed of local business and community leaders recommended that a community college be established near Alberta, Virginia. The Christanna Campus near Alberta began its classroom programs in September, 1970. A year later the John H. Daniels Campus opened near Keysville, and in 1985, the Campus Without Walls (now referred to as the Robert C. Wrenn Campus Without Walls) opened near Emporia. The first two campuses serve ten counties and one city – the largest geographic service area in the Virginia community college system. (Southside Virginia Community College Catalog, 2000). Even though it serves a large area in Virginia, the current enrollment of the college is only about 6,000 students. However, despite its lack of size the college is active in economic and workforce development. Both the Christanna and John H. Daniel campuses include an economic development center.

The mission statement of SVCC contains a commitment to serve the educational needs of all citizens in its service area and provide them an "educational foundation that

develops their skills and knowledge." (SVCC Catalog, 2000). The mission statement includes special recognition of the desire to provide educational programs related to improving occupational skills and workforce development. The college takes pride in its development of innovative programs which are designed to further the development of its local communities and gives a priority to increasing its role in the development of the business community in Southside Virginia.

Programs

The college has designed and implemented a wide array of occupational and technical programs designed to meet the needs of local businesses for technicians, semi-professional workers, and skilled craftsmen. These programs have been implemented as a result of the understanding that many of the fastest growing occupations require skills beyond those taught in high school but require less than a four-year college degree. The curricula have been carefully designed in cooperation with local employers.

One important occupational related training program is the Apprenticeship Training Program. SVCC is one of sixteen regional sites in Virginia chosen to train the state's workforce to meet anticipated future needs. Under this program, students are approved as apprentices by the State Department of Labor and Industry. The program is designed in close cooperation with business and industry. This assures that the students are being trained to meet realistic employment needs. (SVCC Catalog, 2000).

In a program to assist small to medium-sized businesses the college in cooperation with the Virginia Center for Innovative Technology has established a regional office for economic and technology development. Free and confidential services

are offered to businesses in adapting existing technologies to meet business needs and challenges. (SVCC Catalog, 2000).

Career Studies programs are designed to assist part-time students learn the skills to qualify them for specific employment possibilities. Under this program the students become certified that they have the necessary skills to satisfy job requirements in a wide variety of job categories. Program options include; automotive, diesel mechanics, law enforcement, heavy equipment operation, bookkeeping, nurse's aide, real estate, truck driving, corrections, and a wide variety of other areas. (SVCC Catalog, 2000).

One popular area awarding a certificate is the Applied Electronics program. Successful completion of this program can greatly assist in obtaining a required state license which enables a person to obtain employment as a skilled electrician – one of the better paying blue-collar jobs with considerable demand for qualified workers. Closely related to this program is a curriculum in Electronics Technology. Under this latter program an Associate degree in Applied Science can be earned in approximately two years. The training is designed to prepare students for immediate entry into such careers as computer technicians, industrial electronic technicians, communications technicians, and other similar technical areas. In both of these programs the specific job requirements of local and regional businesses are considered in planning the course of study. Also, these programs along with a number of other technical programs offered at SVCC are linked very closely with the Technical Prep programs of the areas high schools. This enables the student to make an easy transition from the high school technical program to a corresponding curriculum at the college level.

SVCC also offers several programs leading to careers in the medical area. The Medical Laboratory Technology program is designed to prepare the student for certification as technicians for immediate employment in hospital and medical laboratories. Much of the actual training is done in cooperation with existing health care facilities. A nursing program is designed to prepare the student for the state licensing examination for Registered Nurse. Much of the training for the nursing program is done in a clinical setting. A less rigorous nursing program with a shorter time frame is designed to train students for careers as practical nurses. (SVCC Catalog, 2000).

Interview with SVCC President John J. Cavan

The writer conducted an interview Dr. John Cavan at his office on the Christanna Campus. A major purpose of the interview was to obtain his views on the community college presidency and the opportunities and challenges facing today's community college.

In discussing the mission of the community college Dr. Cavan indicated the mission of SVCC "was to touch the lives of every citizen within the service area" (J. J. Cavan, personal communication, January 29, 2002). A strong believer in the expanded mission of the community college, Dr. Cavan believes that the educational program of the community college should be "as broad as resources are available" (J. J. Cavan, personal communication, January 29, 2002), and that sometimes it is necessary to plan and implement new programs even if the financial and other resources to conduct those programs have yet to be identified.

In addition to obtaining resources, Dr. Cavan believes that the president is responsible for achieving congruence of the institution's mission among the gatekeepers of the college by providing a good rationale for the programs initiated. The president must be a "missionary" for the college and its programs. Dr. Cavan downplays the problem of internal and external criticism of the broadened mission. Criticism is minimal because the college is "putting people to work" (J. J. Cavan, personal communication, January 29, 2002).

Dr. Cavan strongly subscribes to the "entrepreneurial" role of the community college president, and it is his belief that more and more community college presidents will be recruited because of their entrepreneurial skills. In his opinion the nature and expectations of today's community colleges requires the president to function in that role. Whether or not these skills are available and necessary is "a personality issue and not an institutional issue" (J. J. Cavan, personal communication, January 29, 2002).

Interview with Dr. Charles Terrell, Coordinator of Workforce Development and Continuing Education

Dr. Charles Terrell described during a telephone interview some of the key working partnerships SVCC has in place with businesses and other organizations in the private sector. According to Dr. Terrell much of SVCC's activity in these areas is a direct result of President Cavan's aggressive campaign to work with local employers to provide economic growth opportunities for SVCC's service area and its residents. (C. Terrell, personal communications, January 31, 2002)

SVCC has a wide variety of occupational training programs. Sensing a growing need, the college started a truck driving school using heavy equipment donated by local employers. This program led to later efforts to establish schools for operating heavy construction equipment and diesel mechanics. With no initial funding from the state government, SVCC now operates two centers for these training programs.

Local companies also support special courses in supervision and English as a second language. Because of the growth of the Hispanic population, arrangements have been made to have Spanish courses taught for employees of local police and fire departments and hospitals. Funding for these courses comes from several sources in addition to student tuition. (C. Terrell, personal communication, January 31, 2002).

Arrangements were made with Walt Disney Corporation to provide management training at SVCC facilities for over 250 students. During these sessions Disney presented management techniques for effective customer services.

Funding for programs of this nature are always a problem. However, in Virginia a special fund has been established from the tobacco settlement to support special educational programs. The Virginia Tobacco Commission provided $857,000 in one grant in the fall of 2001 for this purpose. The Commission considers proposals from educational institutions and also provides some scholarship funds for family members of Virginia tobacco farmers.

Dr. Terrell indicates that the biggest challenge in planning and conducting these programs is to provide adequate information to the general public about educational opportunities. Since these programs are sometimes very different from other community

college educational programs there is not a general awareness of the broad scope of programs offered. (C. Terrell, personal communication, January 31, 2002).

Interview with Mr. Robert C. Wrenn, State Board for Community Colleges

Mr. Wrenn was formerly a member of the local board for SVCC, and as an indication of his enthusiasm and support for the community college system, the SVCC Campus Without Walls in Emporia was renamed the Robert C. Wrenn Campus Without Walls.

Mr. Wrenn is a strong advocate of the broader mission of the community colleges. Because of the nature of the community colleges and their mission, he believes that all community college presidents need to be entrepreneurial. Mr. Wrenn sees this role for the community college presidents as unique among educational institutions because the four-year colleges are by tradition more academically oriented than community colleges. In his view, community colleges fill specific educational needs for their communities, and he offers, as an example, the fact that over 480 Ph. D.s are currently enrolled in community college classes in northern Virginia. (R. C. Wrenn, personal communication, January 31, 2002).

Tidewater Community College

Background

In contrast to Southside Virginia Community College, Tidewater Community College (TCC) is one of the most urban community colleges in Virginia. It is also the second largest community college in Virginia with an annual enrollment of over 31,000 students. The college serves the southern part of the Hampton Roads area with campuses

in the cities of Chesapeake, Norfolk, Portsmouth, and Virginia Beach. (Tidewater Community College, 2002).

TCC began as Frederick College, a four-year institution located in Portsmouth, Virginia. After the Virginia community college system was initiated in 1966, the Frederick College facilities were donated for a community college for the Hampton Roads area. The new community college began in 1968, and in 1969 was named Tidewater Community College. The Virginia Beach campus was established in 1973 after the city made $4.7 million available for construction of the new campus. That same year the City of Chesapeake authorized $1.8 million for the construction of a campus in that city. The Norfolk City council endorsed the establishment of the Norfolk Campus in 1989, and the campus became operational the following year in the downtown area. (Tidewater Community College, 2002).

TCC from its earliest beginnings has given a high priority to establishing partnerships with local businesses. In 1974, the college graduated its first class of shipyard apprentices from the joint program it had started in cooperation with the Norfolk Naval Shipyard. In 1999, the college began a major planning effort to establish TCC as a national model for community colleges in the next century. As a part of that initiative, the college announced a two-pronged mission – conducting a transfer program for students wishing to continue their education at four-year colleges and workforce development. The second part of this mission is described as the commitment to create and sustain partnerships with local businesses. (Tidewater Community College, 2002).

Programs

TCC, while continuing to maintain a strong traditional academic program, also gives strong emphasis to workforce training programs. The college catalog lists a number of "occupational technical programs" that "are designed to prepare students for employment and to provide additional education for those already employed" (Tidewater Community College Catalog, 2001-2002, p.59). The programs offered include agriculture, business, engineering, and health services along with other technical courses of study.

In keeping with the college's policy of maintaining a close connection between the academic programs and workforce development, most of the courses offered can apply toward a two-year associate's degree. However, the degree referred to as an Associate in Applied Science (AAS), may or may not include courses that may be transferred to four-year institutions. (TCC Catalog, 2001-2002).

In addition to the occupational-technical programs, TCC offers a series of career studies programs leading to certification that the student has completed training in a specified technical area. These short-term programs are designed to provide individuals with the necessary skills to enter the job market or to train existing employees for higher level positions. Much of this effort is done in partnership with local employers, and during the academic year 2001, more than 11,000 employees were provided with technical training. (DiCroce, personal communications, March 4, 2002).

The engineering and industrial program includes a number of short-term programs designed to prepare students for immediate employment in hard to fill technical jobs. For

example, similar to SVCC, TCC provides training in truck and bus driving. Students are also able to take intensive training to become a certified welder. Welders are in high demand because of the large shipbuilding and repair activities in the Hampton Roads area. Other programs provide training leading to certificates for nurses, computer technicians, and other skilled positions. (TCC Catalog, 2001-2002).

Under the leadership of President Deborah DiCroce, TCC maintains a close collaboration with local community and business leaders to compare their plans and seek to find ways to arrive at mutual objectives. In Virginia Beach, TCC is sharing its vision of developing new facilities with private developers with the intent that the facilities will be privately owned and leased by TCC. Another partnership of huge significance to TCC is its series of working arrangements with the U.S. Navy and its large contingent of personnel located at the Norfolk Naval Base. Under these arrangements many Navy personnel are given temporary duty assignments at TCC for furthering their education in both academic and technical areas. (DiCroce, personal communication, March 4, 2002).

Interview with TCC President Deborah M. DiCroce

An interview with Dr. Deborah DiCroce was held at her offices on March 4, 2002 on the Norfolk Campus to hear her views on the mission of TCC and the challenges and opportunities facing her in her position as president of a very large, urban community college.

Dr. DiCroce believes that the primary focus should be on academics and preparing students for "the field of work." Even though TCC has a very strong workforce development program Dr. DiCroce sees that program as closely tied to the

more traditional academic programs and states that it would be a serious mistake not to closely connect these two focus areas. She has established a position of Dean of Workforce Development with a small staff to "broker" (D. DiCroce, personal communication, March 4, 2002) the total educational resources of the college.

She describes some of the core values for her institution as the need to partnership with other institutions and with business groups in her service area. She indicates that "entrepreneurship" (DiCroce, personal communication, March 4, 2002) is one of the guiding principles of TCC. As president, she sees her role as seeking out opportunities to be an entrepreneur and that in order to do that she must be willing to take a series of calculated risks. One example of these risks is the consideration of moving the site of the Portsmouth Campus from a dated waterfront site on the James River to a site that would be a part of a business park that the City of Portsmouth wants to locate in a redevelopment area. This move would involve the disposition of a valuable waterfront property and the uncertainty of identifying adequate resources to fund the relocation. There is also the risk that the designated new campus area would not develop into the anticipated business park containing the local businesses that the college would hope to include among its key customers. (D. DiCroce).

TCC sees itself as having the obligation to prepare its communities for the technology world. A $25 M Advanced Technology Center was established in Virginia Beach to focus on workforce development in this area. Dr. DiCroce indicates that the stakes are high for economic development. If the community colleges fail to serve their

communities well in these programs both the community and the college will be left behind. (D. DiCroce, personal communication, March 4, 2002).

Dr. DiCroce sees the community college president as "part entrepreneur, part academician, part fund-raiser, and part politician" (DiCroce, personal communication, March 4, 2002). She emphasizes the importance of risk-taking and providing aggressive leadership but points out that special efforts must be made to "bring the faculty on board." There is a strong "need to tend to internal communications to be entrepreneurial" (D. DiCroce, personal communication, March 4, 2002).

Interview with Dr. Linda Rice, Dean, Workforce Development

A telephone interview with Dr. Rice was conducted on March 22, 2002. Dr. Rice gave an overview of the workforce development programs at TCC and reinforced comments made previously by President DiCroce that TCC has as a major part of its mission the preparation of all its students for the workplace. TCC offers over 70 programs leading to certifications and licenses for its students in a wide array of job skills. Over 500 companies in the service area have had partnerships with the college to provide further training for their employees. TCC conducts extensive public relations efforts to promote such partnerships. (L. Rice, personal communications, March 22, 2002).

Because the largest city in TCC's service area, Norfolk, is a major home port for the U.S. Navy, TCC has developed a number of specialized programs for Navy personnel. The Navy provides funding for instructors of training courses in supply functions, refrigeration, electronics, and culinary practices. Under these programs over

300 students are currently enrolled in credit courses. (L. Rice, personal communication, March 22, 2002).

TCC also has a $1.7M grant over a two year period from the U.S. Department of Labor for training personnel in ship repair. Students currently employed by private companies can earn up to 25 credits in 8 courses such as industrial supervision, team concepts, safety, and quality assurance. This particular program includes students in apprenticeship and cooperative employment programs. (L. Rice, personal communication, March 22, 2002).

A jobs skills program is targeted for the emerging work force. With a $1M grant from the State Department of Social Services, TCC especially targets students who have experienced barriers to education and employment. These students who have never been employed are taught life skills in addition to training in computer usage and other specialized programs. Students completing this curriculum are guaranteed full-time jobs with benefits. (L. Rice, personal communication, March 22, 2002).

The $25 M Tech Center, referred to earlier, is designed to accommodate both high school and college students in the same building with the high school students located on the first floor and the college students on the second. Under this arrangement high school students can progress to college level courses while still in high school. Technical courses such as computer assisted drafting and electronics are offered. (L. Rice, personal communication, March 22, 2002).

Dr. Rice sees her job as utilizing the potential educational resources of TCC to improve the employability of the citizens in the service area as well as increasing the skill levels of existing workers and employees of local private companies and the military.

Summary

The Virginia Community College System has been given a major role in economic and workforce development by the state legislature. Because of its leadership in technology and because of its many rural areas of slow economic growth, Virginia is a fertile ground for aggressive and innovative community college presidents. The four presidents interviewed provide excellent examples of how community college presidents can take on the role of an entrepreneur and plan their programs to match the specific and unique educational needs of their service area. All of these presidents have caused their institutions to be recognized as playing a leadership role in working with local business and community leaders to support economic and workforce development.

Chapter Six

SUMMARY AND CONCLUSIONS

Conclusions

As indicated in the introduction to this study, contained in Chapter One, much of the literature regarding the leadership of American community colleges describes the expansion of the mission, stresses the need for strategic planning. and addresses such other areas as distance education, information technology, and fund raising. However, the literature search found very little material describing the entrepreneurial role of the community college president. In this sense an entrepreneur can be defined as one who organizes, markets, and manages a line of products in a businesslike setting. As applied to a community college president the entrepreneurial role would be to plan and organize programs to serve the college's clientele, market those programs in order to obtain the necessary funding, and manage them in a businesslike setting for maximum effectiveness and customer satisfaction. As has been demonstrated in this study, workforce development programs provide an excellent example of how the president can fulfill this role.

The problem identified in Chapter One was to understand how the role of the presidents has changed as the mission of the American community colleges has expanded. It can be argued that as the mission has expanded into non-traditional

academic areas the presidents have been forced to change their role as well. Specifically, in addition to the traditional academic responsibilities, the president must take on responsibilities more related to those of an entrepreneur. The primary question addressed in this study, therefore, is what is the entrepreneurial role of the community college president and what are the opportunities and challenges associated with that role? The study has addressed how non-traditional programs have been established, how the funding was obtained, and how the president has dealt with both internal and external critics of these programs. Most importantly, the study has described in detail how the presidents have involved the local private sector in designing and funding programs.

One of the questions raised in the statement of the problem was "how do the president and the community college identify the non-traditional programs to be offered?" The interviews of the Virginia community college presidents, included in Chapter Five, all provide strong evidence that the effective president will be closely tuned to the educational needs of the community and will work with local leaders to plan the programs to address those needs.

State legislatures have played a large role in identifying non-traditional educational programs to be conducted by the community colleges. As described in Chapter Three, many states including Virginia, Massachusetts, Iowa, South Carolina, Connecticut, and West Virginia have identified their community colleges as playing major roles in economic and workforce development within their states. With this kind of encouragement, aggressive community college presidents have worked with the local businesses in their service areas to fulfill this critical need.

Chapter Three also describes the role of the Federal government in encouraging non-traditional programs. Federal legislation such as the Vocation Education Act of 1963, the Manpower Training and Development Act, and the Comprehensive Employment Training Act (CETA) have all provided incentives for the community college president to plan and implement programs in economic and workforce development.

Another question raised in the statement of the problem was the nature of the reaction of public funding agencies to the expanded community college mission. As indicated above, both Federal and state agencies have provided strong and continuing support for workforce development programs. However, the signals are mixed regarding other non-traditional programs. Chapter Three provides several examples of how governmental support for some non-traditional programs has gone up and down.

The U.S. Department of Education, for example, was an early supporter of remedial education. Later, however, the U. S. Congress became less supportive of such developmental programs. In California, the state government encouraged community colleges to expand the array of programs in the community developmental area only to greatly reduce such programming efforts as a result of Proposition 13. Tight budgets in many other states also required a re-examination of the non-traditional programs offered by community colleges. These developments required the community college presidents to be sensitive to their "markets" and to be able to quickly adjust as priorities changed.

A related question in the statement of the problem was about the reaction of the boards of directors and the academic staff regarding the expansion of the mission to

include non-traditional programs. Chapters Three and Four provide evidence that many of the traditional faculty are uncomfortable with some non-traditional programs. Chapter Four describes faculty concerns that these programs tend to reduce resources for the more traditional programs. Many faculty members are ill-trained to prepare funding proposals and do not feel that should be a part of their academic responsibility. Others believe that the workforce and economic development programs are separate parts of the community college and involve a totally different culture.

President Cavan indicated during his interview that most faculty members understand that the workforce development program, in particular, is about creating jobs and therefore a legitimate function of the community college. He does acknowledge that it is the role of the president to achieve congruence of mission with the faculty and the board of directors.

The boards of directors seem to be less of a problem than the faculty in subscribing to the non-traditional program areas. This seems to result from their closer identity with the external community of the college and the broader needs of the local population.

In the statement of the problem reference was made to the nature and extent of external criticism. Such criticism has come from many angles. Chapter Three identified the extensive criticism of the expanded mission. Many critics have complained that community colleges are now overly concerned about the number of students enrolled. (McGrath & Spear, 1991). Even with the strong results in workforce development, some critics such as Carnevale, et al (1998) claim this mission is still largely unfilled. Other

critics claim, conversely, that the workforce development programs are interfering with the more academically oriented programs. The "open-door policy" has been widely criticized and some critics indicate that the community colleges have lost their focus. For instance Nora (2000) claims that in the last twenty-five years the percentage of community college students transferring to four-year colleges has declined from over 40 percent to less than 20 percent. However, this claim can be misleading if one considers the large number of enrollees in non-credit courses.

The statement of the problem also raised the question of how the community college president involves the local private sector in designing and funding workforce development programs. Chapter Four contains descriptions of a number of specific examples of how the community colleges have worked with local employers and other groups. The workforce development and economic development programs have been defined by the key partnerships that have developed between the community colleges and the private sector. Chapter Five, in the four case studies, also describes how community college presidents have worked effectively to establish partnerships with the local private sector.

The hypotheses in Chapter One listed several key assumptions. The first assumption was that there is an entrepreneurial role for the community college president that is substantially different from what may be perceived as the role of a traditional educational administrator. Secondly, this entrepreneurial role requires a different set of skills than may have been required in a typical academic environment. The third assumption was that this role provides its own unique challenges and opportunities.

The assumption that the entrepreneurial role of the community college president is substantially different than that of a traditional educational administrator is supported in large part by the description contained in Chapters Three and Four of the workforce development mission assigned to community colleges in many states. This role is significantly different than the role of the more academically oriented four-year colleges and requires the community college president to work with the local business community in the planning and implementation of programs. In these instances the community college president must be cognizant of his or her local "market." Both the Chancellor of the Virginia Community College System Glen DuBois and President DiCroce of TCC indicated that the role of the community college president was significantly different than the presidential role of the four-year institutions because of the significant difference in missions. The community colleges are necessarily more focused on the needs of their local communities. The interview of Mr. Robert Wrenn, member of the Virginia Board for Community Colleges, included in Chapter Five, also provided evidence of the difference in the mission of the community colleges as opposed to four-year institutions.

The second hypothesis that the entrepreneurial role requires a different set of skills and experiences than those of a typical academic administrator was dealt with extensively in Chapters Five and Six. As described in Chapter Five, the entrepreneurial president must be sensitive to the local needs of the community college service area. This requires extensive interaction with local business leaders leading to the planning and implementing effective programs. such as workforce development, and in many cases finding creative means to fund such programs. Vivid examples of how these functions

can be carried out were described in the case study of Southside Virginia Community College where President Cavan saw the need to develop such programs as truck driving, diesel mechanics, and other programs where there was a shortage of trained workers. In most of these program efforts there was no initial identification of funding resources.

The community college president must determine the market, design the product, establish the pricing, and arrange for the efficient delivery of the product. This requires strong skills in negotiations, planning, creative financing, marketing and publicity, and many others.

The study made by McFarlin, Crittenden and Ebbers (1999), described in Chapter Four, provides evidence that prior experience as the institution's chief academic officer is not the primary indicator of future success for the community college president. The entrepreneurial president needs a wider variety of skills than those required for the chief academic position. The same study and the study by Wen (1999) indicate that community colleges are more conducive to change than four-year institutions, and therefore, the community college president must be more of a change agent than his four-year counterpart.

The third assumption is that the unique entrepreneurial role of the community college president presents special risks, challenges, and opportunities. The special challenges and opportunities associated with economic and workforce development have previously been described in this chapter. More detailed explanations of these programs are provided in Chapters Three, Four, and Five. Suffice it to say the expanded role of the American community colleges and the missions assigned in many cases by state

legislatures give the presidents of these institutions enormous opportunities to serve their local communities beyond traditional educational programs. The aggressive entrepreneurial president is able to take advantage of the broadened mission to explore additional programming needs in their service area. The four Virginia community college presidents interviewed for this study have discovered a wide variety of innovative possibilities in such programs as truck driving, welding, ship repair, nursing, electrical technician training, and in educational programs for prison inmates. Chapter Five contains examples of how these presidents have initiated many of these programs with no initial sources of funding identified, and how the presidents work with private developers to share opportunities for building facilities and carrying out economic development.

On the negative side there are a long list of risks and challenges created by the entrepreneurial role of the community college president. Any president of an institution of higher education faces challenges in the area of accountability, retrenchment, competition, government regulations, collective bargaining, affirmative action, accreditation, and a host of others. However, the entrepreneurial functions of the community college can add to that list. These functions can cause stress in the relationships with the faculty. Faculty support is critically important to the president as he or she makes changes in programs directions. The faculty members are the ones who must make the president's programs work. Chapter Four identifies a number of studies where faculties have had problems with such programs as workforce development. Some faculty members believe such programs represent a diversion from the "true" mission of the community college. Other faculty groups believe that the non-traditional programs

not only take too many resources but also compromise the image of the community college as an innovative, prestigious institution. (Levin, 2000).

Chapter Four also points out that many economic development activities, such as preparing grant applications, can be very time consuming and difficult for the faculty, thereby reducing the time available for the more traditional mission. These activities can cause programs to be organizationally separated to the point that there is the risk that the college becomes "Balkanized" (Dougherty & Baker, 1999, p.3).

Examples were given in Chapter One where some community college presidents actually believe their careers were jeopardized by being too far out in front with non-traditional programs. None of the four Virginia presidents agreed that this was a problem. President Cavan thought that these instances existed where the presidents did not particularly subscribe to the expanded mission. President DiCroce thought the risk was not so much in carrying out the expanded mission but the inherent risk of failure in attempting creative ventures. The fact that so many states have charged the community colleges to take the lead in workforce development and the fact that this particular program is probably the largest and the fastest growing non-traditional program seems to support the view of the four Virginia presidents.

The entrepreneurial president must walk a fine line between autocratic decision-making and overly relying on a democratic process for making significant programs decisions. The president must in fact lead while being sensitive to the culture and mission of the community college and understand when and how quickly changes in program directions can be effectively made.

Finally, Chapter Four describes how an entrepreneurial president is willing to take risks and has the necessary charisma to sell his or her program to the various gatekeepers. The effective entrepreneurial president will have the necessary networking skills to meet the challenges identifying potential partners, sources of funding, and programming opportunities.

Limitations to the Study

As indicated in Chapter One, it is recognized that some community college systems, particularly those that are integral parts of a state university system, may not have the same emphasis on non-traditional educational programs as the ones predominant in this study. Those community colleges, therefore, may not provide the same need for entrepreneurial functions since they probably do not give such a high priority to such as workforce and economic development programs.

However, with the rapid growth in programs such as workforce development, it would appear that these limitations would apply to a smaller and smaller number of community colleges. Some recent reports indicate that of the 10.5 million students enrolled in American community colleges almost half are enrolled in non-credit courses. The average age of the students is 29 years and about 63 percent are part-time students. (Bailey, 2002). These statistics are an indication of how the mission of the community colleges has changed since the 1960's and give more credence to the argument that the community college president must function in an entrepreneurial role.

Recommendations

One observer who has studied and written extensively about the American community college system makes the point that the literature contains very little regarding the complex relationships between the community college president and the faculty. (Vaughan, 1998). Since there is so much potential for stress and disagreement over the interpretations of the "true" mission of the community college, and the faculty is so crucial to the president's successful implementation of his or her program it would seem that much more research should be done regarding these relationships. President Cavan of Southside Virginia Community College makes the observation that most of his faculty members understand the need for workforce development programs because these programs create jobs. However, material presented in this study shows that such friction and misunderstandings exist in many places and cause stress for the faculty and the president alike.

A related recommendation can be made regarding the organizational structure of the community colleges. Dougherty and Bakia point out that workforce and economic development programs are so different from the more traditional programs of the community colleges that the colleges are at risk of becoming "Balkanized" (Dougherty & Bakia, 1999, p.3). On the other hand, President DiCroce at TCC maintains that these two primary areas of program emphasis must be strongly linked. There is a need for additional research on how such disparate programs can be most effectively placed within the community college structure in order to enhance harmony and comity.

Finally, there needs to be more research regarding the proper preparation required for the entrepreneurial role of the community college president. Additional research could contribute to a better understanding and acceptance of this role and should provide further information about the personal skills, characteristics, and work experiences leading to success. In particular, more research is needed on the relative balance between the academic administration skills and the business skills that are needed by the entrepreneurial president.

Summary

Since its earliest origins the American community college system has evolved from institutions of higher learning focused on providing the first two years of an academic program leading to a bachelor's degree to community based colleges offering a wide variety of non-credit courses, in addition to those of a more traditional nature. Given strong encouragement from state legislatures and local businesses, the community colleges have given an increasingly higher priority to workforce training and economic development.

The move to non-traditional programming, with the exception of workforce development, has not had consistent government support. There have been many examples of initial government encouragement changing to reduced funding for previously popular programs, if not outright opposition. Sharp criticism of the expanded mission has risen from external observers and from segments of the faculty. Much of this criticism centers around the perceived lack of focus by the community college and the wide spread "open-door" policies.

Community college presidents have to face the challenges of level or reduced funding, organizational stress created by disparate programs, faculties that are not always supportive of what they perceive as less challenging academic programs that drain scarce resources, and an increasingly diverse student body. On the other hand they can see the many opportunities for their institutions to make a real difference in solving some of the key problems facing their local communities. Creative and aggressive community college presidents have been able to establish effective partnerships with local employers and other groups in providing educational programs to improve the economic health of their local communities. Those that have been successful in these endeavors have earned the strong political support of their boards of directors, community leaders, and state and local politicians.

To make all of these pieces fit together in an effective, forward-looking community college requires all of the entrepreneurial skills that the community college president can muster.

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